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# PREFACE

The Report on the Administrative Survey of the Surat District contains the findings of the survey on the structure of revenue administration as well as the working of government departments and institutions concerned with rural development in the Surat District of the Bombay State, undertaken by the Indian Society of Agricultural Economics. The object of the survey was to examine the present set up of administration, official and non-official, as well as the procedures and practices followed at various levels in the district including those of local boards and to evaluate their efficiency.

The district has always been the nucleus of the structure of administration in India. It is but proper that with the acceptance of a Welfare State as the objective, the emphasis in district administration has come to be placed in a large measure on development activities. However, till recently, not much attention has been given to this aspect of administration. The present study is the first survey carried out under the schemes of research sponsored by the Research Programmes Committee of the Planning Commission, which probes into the adequacy of the administrative machinery to fulfil the purposes and needs expected of it in the socialistic pattern of society, progressing on well planned lines of development.

The survey reveals the defects and shortcomings of district revenue administration and suggests measures to overcome the defects. It contains recommendations designed to tone up and improve the administrative machinery at the district, taluka and village levels. It does not claim to suggest any radical change in the organisation of the district administration. Great stress is laid on the basic change in the spirit of the administration in the context of development plans initiated by the Government.

The conclusions of the survey in regard to the structure of district revenue administration and the procedures and practices followed in the revenue offices at district, taluka and village level as well as on the working of the district development agencies deserve careful consideration. An important finding is that the administrative machinery at the district level leaves much to be desired. There has been lack of a sense of urgency among the officials in the implementation of new development programmes

Nor have they shown any intelligent interest in the development of the area and the study of its varied problems. Another defect noticed in the machinery of administration is the increasing centralisation of functions which thwarts the initiative of capable and able officials. This tendency should be avoided at all costs. Delays were also noticed in the disposal of cases or applications as a result of excessive concentration of functions or authority, insufficient staff, poor quality of personnel, lack of clear directions, etc.

It is observed that the district revenue administration has been over-burdened with multifarious duties arising out of expanding functions of a Welfare State. As a result the Collector as the head of the administration is considerably over-burdened. In order to relieve him of the routine functions and to enable him to have sufficient freedom and leisure to acquaint himself thoroughly with all the problems of the district and their possible solutions, he should be given assistance. It is very satisfactory to note the revival of the post of Divisional Commissioners as its abolition deprived the administration in the district of close supervision, control and guidance of a nearby appellate authority in revenue matters. The difficulties that face the administrative machinery in changing itself to adjust to new conditions and requirements are great and the presence of a senior experienced officer nearby is of considerable benefit to the district administration.

The study further brings out the essential inter-relation between departments of district administration and district development agencies. The problem of inter-departmental co-ordination at the block level also assumes great dimensions as the N.E.S. movement spreads all over the country. It is desirable to associate technical officers in the district fully with all phases of development programmes. The N.E.S. should devote more time and energy to the increase of agricultural production leaving the other functions to be attended to by the organisation of special bodies like Taluka Panchayat and Co-operative Unions wherein the representatives of the primary village units will take part and intensively carry out their local programme. For the co-ordination of district activities, it would be worthwhile to organise a District Development Council in each district to maintain close liaison with the official and non-official agencies in the district and to advise the Government on matters relating to development programmes. With the organisation of this Council, the existing Development Boards and Project Advisory Committees may be abolished.

The need for closer association of the local people in the direction and the management of their own village institutions is keenly felt and therefore the Report has suggested the formation of Taluka Union for Co-operative Societies and Taluka Panchayat Union for the development of Village Panchayats. These two institutions would be managed by the representatives of the local bodies and will assume the responsibility for their development. These are missing links in our district administration and should be immediately provided.

The village administration requires thorough overhauling and should be manned by better trained and better paid men with a greater sense of responsibility. The efficiency of the whole revenue administration will in a large measure depend upon the efficiency of village administration.

It was beyond the scope of the investigation to study in detail the working of the other developmental activities such as the co-operatives, health, education, local boards, except in general way. It would be desirable to undertake such surveys at the taluka level with a view to studying in detail the efficiency of the functions discharged by them and how far the people benefit from them.

It would be advisable also that similar district surveys should be conducted for some of the districts in the Bombay State and also for other States periodically by persons who have a thorough knowledge of and training in the revenue administration with a view to assess impartially the efficiency of the administrative system.

This study was sponsored by the Research Programmes Committee of the Planning Commission and was financed by a grant from it. The general pattern of investigation and technique was recommended to the author, but the actual technique of study, analysis, etc., followed by the author are largely of his own choice as indicated by the author in his Introduction. The Planning Commission or the Research Programmes Committee are not responsible for the facts and opinions stated in the report as they are entirely of the author.

MANILAL B. NANAVATI
*President*

Bombay,
10th July, 1958

## *INTRODUCTION*

The task of public administration under long range planning is to carry out the social and economic policy, as prescribed in the Directive Principles of State policy of the Constitution of India. The Planning Commission, Government of India, in their Report on the First Five-Year Plan recognised the need for the reorganisation of the present system of Government Administration in general and of District Administration in particular with a view to making it fully adaptive for the task.* Therefore, under the schemes of research sponsored by the Planning Commission, public administration was also selected as one among the groups of subjects for investigation. Under this scheme, the Indian Society of Agricultural Economics was invited to undertake the survey of the structure of administration as it had evolved in one of the districts in the Bombay State. The Society having accepted this invitation, completed the survey of the district administration in Surat. This Report embodies the results of the survey, its findings and my recommendations based on the findings.

The object of the survey was to examine the existing administrative set-up, official as well as semi-official, and the procedures and practices followed at all levels in the district, including that of the local boards, and to assess its efficiency. The study of the present structure of administration has been made, in the perspective of the main purpose of planning in a Welfare State, viz., implementation of the various development programmes that are under way in the rural sector and other programmes that are likely to be undertaken in the future. The focus of research has been on locating the weak spots in the present structure of administration, so that the findings may be helpful in the formulation of a reorganised structure of administration and procedure that would adequately serve the task of efficient administration of the programmes under development.

Originally, the proposal was to select a district in Saurashtra for the purpose of this enquiry. It was however found that Saurashtra, as a new state, formed out of the merger of over 200 princely states of the British period, might not be suitable for the study of normal administrative framework, procedures and practices.

* Report of the First Five-Year Plan, pp. 11[illegible]-131

Therefore, with the ready concurrence of the Chief Minister of Bombay, the district of Surat, in Bombay State, was selected for the survey. The intensive study was restricted to two talukas of this district, namely, Navsari (which now comprises in addition to all the villages of the old Navsari taluka of the former Baroda State, all the villages of the Jalalpur taluka of the original Surat district) and Chikhli, 70% of whose population consists of backward class people. The Government of Bombay were pleased to extend all facilities and assistance in the conduct of the survey. The services of a Dy. Collector, a Circle Officer and a clerk were also loaned to the Society by the State authorities for the purposes of the survey.

The scientific method of field investigation adopted in recent research projects could not fit in with the objectives and nature of this administrative survey. Being the first study of its kind, only the experience gained in investigational procedure of this survey can help in the formulation in the future of a uniform method of survey. Therefore, no proformas or questionnaires were prepared or used. The subjects or cases disposed of or pending disposal at the taluka, divisional and district offices were examined covering a period of five years. In order to find how various cases were disposed of, correspondence with the villages was also gone into. For this purpose 50 villages were visited and over 20 village Panchayats were contacted and the proceedings of the meetings of the latter were scrutinized. In addition to the offices of the Revenue Department upto the district level, those of the other development departments, *viz.*, agriculture, co-operation, health, education, and the offices of the District Development Board and District Local Board were also visited with a view to finding out the services rendered by these departments to the rural population, but mostly with the object of finding out how these activities were co-ordinated.

Apart from the very careful study of the system of the revenue administration of the district, it has not been found possible to go into the detailed working of the other development activities, such as the co-operative societies, agricultural improvements, medical relief and sanitation. It was not possible to make a critical appraisal of the operation of everyone of these activities. It was beyond the scope of this investigation.

For such a study, I would suggest a critical study of one taluka to find out how the entire Government operates and with what

efficiency That should be very useful to know how they function and with what results It would then provide a sort of collective review of all government activities for the welfare of the subjects

The Community Project Area and the National Extension Service Blocks were also contacted with the object of ascertaining whether during the period of their administration they had been successful in changing the outlook of the people in their respective areas and how they respond to the programme of development sponsored by the government, and with a view to ascertaining the extent of public co-operation that could be induced by these organisations

The scope of the survey also covered the study of the working of the village Telephone System as it prevails in the rural areas of Saurashtra, namely, Gondal, Morvi, Wankaner, etc In Saurashtra, land revenue collection is entrusted to A and B class village Panchayats The administrative procedure of these institutions were also studied The Community Project centres at Keshod, Manavadar and Vanthli were also visited, and the special feature of the social education scheme in the Morvi Block was studied

Apart from the field investigation, a study of the recommendations of the Government Committees on the question of public administration at and below the district level, which had investigated the question previously was also made with a view to benefitting by the type and the data collected by them and the recommendations made in their reports A list of such reports is given in the select bibliography appended at the end of this report

The report has been divided into three parts The first part presents a historical review of the district administration, starting from how it prevailed during the Moghul and British periods to how it has been reflected in the present form This part also gives a brief examination of the structure and functions of the district administration Naturally, in this account, both the revenue and the non revenue functions of administration are dealt with

The second part deals with the working of the various units of revenue administration, right from Collector's office at the top to the lowest village unit In analysing the working of these units, the methodology adopted was to examine the working section-wise

For instance, sections like revenue proper and settlement were examined by a scrutiny of the procedure and the methods followed in the respective section. In this connection, an analysis of the data furnished by nearly 30,000 pending papers as revealed by the census taken, has also been presented. At the end of this part an integrated review of the methods of work in the district administration as a whole has been sketched. Emerging from this analysis of the actual working are the recommendations which have been put forth with a view to bringing about an improvement in the working of the revenue offices in the district.

A survey of district administration remains incomplete without the mention of other developmental agencies functioning in the district. There are in the district, statutory bodies like the District Local Board and the Village Panchayat, non-statutory bodies like the District Development Board and also other departmental agencies like the Agriculture, Co-operation, Health, Irrigation and Public Works Departments. Hence in the third part of the report an examination of these agencies is taken up. However, it is necessary to point out as stated above that in view of the limited scope of the inquiry, no detailed survey of the working of each of these agencies was possible. In fact, such studies can be so comprehensive that they can form an independent object of enquiry. However, our main object in directing our attention to this brief examination was to see how exactly the activities of these agencies could be co-ordinated effectively with the department of land revenue which is the pivot of district administration.

We believe that since Revenue Department is concerned with the management of all agricultural lands and is entrusted with the duty of the protection of life and property of the people in the area, it is the primary duty of the district administration to see that other developmental agencies working in the area also render efficient service to the people in their respective spheres. Viewed from this perspective, it becomes necessary to realise that the head of the district administration should also see to the efficient working of such other agencies. This fact needs to be thoroughly understood by the members of the Revenue Department.

It may not be possible to summarise all the recommendations that we have been able to make in the light of the critical examination of the working of the administrative machinery of the Revenue Department at all levels in the district. However, the main recommendations can be outlined for the purpose of furnishing an overall picture.

In the context of the developmental programmes, the land reform measures are going to be the most important function of the Revenue Department in the immediate future. It is, therefore, recommended that the name of the department should be changed from "Land Revenue Department" to "Department of Land Reforms". Considered both from the importance and the magnitude of the land reform measures, this change in name will be symbolic of the changed programmes that the department is expected to undertake and also of the change in outlook which is most needed. The assessment and collection of land revenue, though an important function even today, will however be relegated to the background.

An overall review of the critical examination of the district administration has revealed the urgent need for considerable scope for decentralisation. Under the British administration, for political reasons, the powers were considerably centralised in the Collectorate and Secretariat. But with the attainment of Independence conditions have materially changed. Not only there is no political fear which may arise out of excessive decentralisation, but there is also a more important need for delegating powers to authorities working at lower levels so that they can take decisions on the spot with responsibility. Therefore it seems desirable to bring about a progressive transfer of powers from the higher to the lower offices. In this report it has been suggested specifically in what particular ways such a transfer can be brought about. It has also been shown how such a decentralisation would reduce unnecessary correspondence and delay in the disposal of papers that is now evidenced. Such a progressive decentralisation will relieve the higher offices of unnecessary work and will also be helpful to the public in so far as they need not approach the higher authorities in small matters.

In the immediate future there seems to be the need for greater and more effective supervision over the working of the revenue offices. Our examination of various cases has underlined the fact that there is considerable amount of indifference shown by the officers in the disposal of applications and consequently there has been a large number of cases pending for as long a period as 10 to 15 years. Naturally such a system cannot be allowed to continue for long. There is therefore the need of [illegible] that it should be the duty of every officer to whom papers are submitted, to see that there is no undue delay in the handling of correspondence. Strict [illegible] should also be taken of the cases of officers responsible for such delays. To ensure such a [illegible]

of working, we have suggested what methods can be adopted. With this view we have also suggested how the "inspection" could be used to function as an effective supervision agency. Inspections should be more thorough and purposive in their objectives and not confine themselves, as it is being done now, to mere fault-finding.

The Collector assumes an increasing importance in the new set-up of district administration. His importance arises not merely as the focal point of power but also as one who is expected to see that all the district agencies working in the developmental spheres are working in co-ordination and effectively. The need for a more careful planning of his tour programmes and inspection has, therefore, been underlined. We believe that the Collector should come into direct contact with the people in an increasing measure, so that he will be in a position to make a first hand study of their requirements and see how they could be met immediately by the administration. It is also his function to elicit the maximum measure of co-operation of the people in all developmental activities. Though therefore the lines on which the functioning of the Collectors could be indicated broadly, no hard and fast rules can be laid down to guide his activities specifically. Ultimately, much will have to be left to his abilities, capacities and intelligence. All the same, certain measures to promote efficiency in the discharge of his duties have been suggested. The direction of reform seems to be in closely associating the Collector increasingly with the people and the field-staff working at lower levels and delegating much of the routine work to his deputies.

At the other end of the revenue hierarchy stands the Talati whose position should now be examined. He is one of the most important functionary in the revenue hierarchy. It is through him that government measures percolate to the village. After a critical examination of the duties and procedures of work of the Talati, we have made some suggestions with a view to utilising his services fully, for revenue matters, for administration of village Panchayats and for the 'follow up' work of development agencies. In this connection, to facilitate expeditious disposal, we have recommended that applications which have reference to village records should be received by him. He can forward them with the relevant facts and comments to higher authorities for taking a decision on the matter. At the same time where the opinion of the village Panchayats has to be canvassed they should be approached. In view of these larger functions we expect of him, there

is the need for giving the Talati an intensive training in all these matters, so that he can discharge his duties intelligently and with a sense of responsibility He should be given a much higher status than he has now

In this connection we have realised the need for strengthening the village administration where the most effective activities have to be undertaken—social, economic and executive Measures of local reform require very careful handling as the welfare of the people will largely depend upon their successful implementation Here the Talati will be the most important representative of the government on the spot He is the eyes and ears of government for the supply of basic statistics and information on village life He can serve as a very useful link between the people and the development agencies working in the area With a better trained cadre of the Talati considerable saving could be made in the number of visitors and their visits to the villages

He should be provided with an office and also a telephone which will provide a rapid means of communication between the offices and for the public

If this reform is accepted, there is no doubt that there will be a greater efficiency in the village administration and will give considerable relief to Mahal officers People in the villages want a few and trusted advisors, and not a number of casual visitors from numerous departments

If by any means the State can introduce efficiency and integrity in the village administration it will lay the foundation for the improvement in the whole of the district organisation

At present it exercises some sort of sinister influence corrupting the village life and makes reforms therein difficult if not impossible It materially affects the local leadership The greatest *source of mischief lies at the village level*

It is on these considerations we attach the highest importance to the administrative reforms to begin at the lowest level This reform is specially necessary if the land reforms now being introduced have to succeed

Apart from the very strict supervision [illegible] the only other effective remedy is to place the Talati under the village Panchayat as is done in Saurashtra

So far as developmental agencies in the district are concerned, we believe that the reform should be carried out in the following directions. There should not be any duplication of efforts or agencies. If any of the existing agency is weak, it should be strengthened before a new agency is created with the same objective. From this it follows that the statutory agencies like the District Local Boards which have been in existence for a long time should be strengthened; the functions they are expected to discharge are very wide and should be insisted upon.

The agencies of rural reconstruction should be properly strengthened. From this view point, three agencies assume significant importance ; the co-operative society for economic development, the village Panchayat for the administration of villages and the school for cultural and educational development. It is therefore in evolving and developing these three facets of developmental activities in the village that the success of administration rests. At present, people's participation in the welfare programmes does not appear to come up to expectation. If, however, these three agencies are properly developed, they will bring about an increasing association of people with the government and therefore there can be a combined effort towards the development of the district in the various spheres—economic, social and educational.

We have not yet fully realised the complexity of these agencies and the difficulties of organising them. Each has to deal with a number of complicated problems. Merely a number of visiting staff would not create efficiency in their operation. They all need some institutions near at hand rendering them continuous advice and service. These would be manned by their own leaders and supported by technicians from the state.

Therefore we recommend that for the village Panchayat we should restore the Taluka Local Board working under the supervision of the District Local Board ; a Taluka Co-operative Bank or Union dealing with the multi-purpose needs of the primary co-operatives in the area ; and an association of the teachers in the taluka schools to guide the cultural activities of the area, guided by the School Board.

These are basic organisations absolutely needed for the proper functioning of the village institutions. It is in these institutions

that the people will get training in the management of their own affairs. Big distant boards do not create that loyalty which a small nearby would.

It is therefore suggested that special attention should be paid to the development of these basic village bodies along with their supporting agencies.

The present method adopted by government for the promotion of these units are diffused and are possibly more expensive and less effective.

At the district headquarters there will be the District Local Board.

When the three taluka institutions develop there will not be any need for the Taluka Advisory Board. They will be able to carry out the functions more effectively. In addition, they would be able to take over most of the existing functions of the N.E.S. Then it would be left to carry out its legitimate programme of bringing scientific researches to agriculture and more specially devote its attention to the vast problem of the rehabilitation of low-income groups in agriculture.

To carry out this programme, the present field staff would not be competent. They would require very highly trained men in scientific agriculture and in agricultural economics.

On these considerations, the present method of entrusting the busy revenue staff for National Extension Services is undesirable. We cannot expect a part-time worker to carry out satisfactorily a full-time job. Otherwise, in the long run, both will suffer. Revenue Department shall have to tackle one of the most important social and economic problems under land reform. It will take all the energies of all the revenue staff where even now there is a complaint that they are over-worked and there are large arrears. Therefore it is necessary that the N.E.S. should start creating its own specialised staff and get rid of this dual purpose method. Men do not work well under divided loyalties.

We have recommended the development of a multi-purpose co-operative society for each village and the provision of multi-

purpose central agencies to support such village societies. In this context, it would be desirable to associate the N.E.S. with the co-operative movement specially when the rehabilitation of low-income farmers is undertaken.

So far as the co-ordination of development agencies working at the district level is concerned, we have suggested the expansion of the present District Development Board. We recommend that it should take the form of a District Development Council in which the non-official workers will play an increasing and effective role, and which will bring about an effective co-ordination in the activities of all the agencies. As the District Development Board now works, the role of the non-officials has been practically to confirm the proposals made by the officials. As we have suggested earlier, the non-officials have certainly a more positive role to play in the changed situation of today; we suggest that they should be real field workers and bring their experiences before the Council and contribute their quota of development work. The proposed District Development Council is designed to bring about this adjustment.

Our recommendations will show that we have not suggested any radical changes in the mechanism of district administration, but have suggested some adjustment as may be of permanent value. To summarise, if the district administrative machinery is to work more efficiently and effectively there is the need for three things : first is to study the requirements of the people ; second is to get adequate response from the people in the execution of the projects ; and the third is to avoid unnecessary delay in the implementation of the programme.

Our examination of the existing machinery of district administration has shown that it is possible to bring about these changes with some adjustments in the existing frame-work of the administration itself. What these adjustments are exactly and what new agencies are to be created for these purposes are stated in the report.

The successful operation of any organisation specially in the under-developed countries will depend upon the men in charge of the district and men entrusted with the direction of policies at the centre of the Government. But we pay greater importance to the man on the spot. It has often been said that it is not the guns that fight but the men behind. However efficient the machine

may be, ultimate success will depend upon the men operating it Government may make elaborate plans, may make very comprehensive programme and draw out elaborate rules and regulations for their performance but the success will depend upon the men in charge of the execution of the programme. That is the crux of the programme. For these jobs, we need men with vision, quick apprehension and hard work

Before I conclude, I must make a special mention of the whole-hearted and sincere co-operation I received in my work from Shri L R. Dalal, I.C.S., Collector of Surat, whom I had to trouble on several occasions for either getting some facilities or information on a number of points as well as for discussions on some of the topics covered in the report. At the first co-ordinating meeting I attended, while introducing me to the District Officers of all departments present, he requested them to extend whole-hearted co-operation in my work which they gave whole-heartedly throughout my study I am indeed indebted to him for making useful suggestions from time to time on subjects which I had to study for this project

I am thankful to Shri H P. Bhat, Shri Dalal's successor as Collector of Surat, on the latter's transfer He also extended to me the same courtesy and co-operation and offered useful suggestions

Similarly, I must express my gratitude to Dr R Dwarkadas, the then Lecturer in Politics in the University of Bombay, for the trouble he took in going through major part of the draft report and offering valuable suggestions which have been incorporated in it as far as possible

I had been singularly lucky in my staff also Shri N V Desai, an officer of the grade of Dy Collector in the Bombay Revenue Cadre, assisted me during the initial stage of the collection of data from the various offices and other agencies His keen intelligence, recent experience as a revenue officer and his willingness to shoulder hard and detailed scrutiny of a vast mass of material made my task easier than it would otherwise have been It is with pleasure that I take this opportunity to put on record my appreciation of his assistance. The other members of the staff also had to work which they did ungrudgingly

When on this subject, I cannot also help mentioning the value of the co-operation I received from the staff of the Indian [illegible]

of Agricultural Economics. I should in particular like to put on record the help given to me in drafting the report by Dr. N. A. Mujumdar, who was then Research Officer in the Society. My thanks are also due to Shri J. M. Nanavati for seeing the Report through the Press.

It is, however, impossible for me to discharge my heavy debt of gratitude to Shri Manilal B. Nanavati, the President of the Society. I confess that from the first day of my work, he was my mentor. Since then to the end of my work, he has given me detailed and valuable guidance not only during the course of my study of various problems, but in my evaluation and drafting of them. I drew liberally upon his varied experience of administrative problems specially of his experience as a Collector and Commissioner in the former Baroda State, of his vast study regarding rural life and conditions, and his life-long and intimate association with Agricultural Economics and Finance, including every phase of the co-operative movement. Even the arrangement of the material in the shape in which I present it as well as the conclusions which I have drawn from the mass of materials I had collected in the course of my study are to a very large extent a result of his inspiring guidance, which he brought to bear on our daily discussions.

In fact, I now realise, at the end of my task, that this piece of work which I have completed under the guidance of Shri Manilal B. Nanavati has been in the nature of an education for myself. While I can say that the full responsibility for all the short-comings of the report is entirely mine, the credit for whatever is good and useful in it must go to him. It would be vain for me to attempt to repay my debt; I shall, therefore, content myself by merely acknowledging its magnitude.

N. B. DESAI

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## Part I

# CHAPTER I

## HISTORICAL PERSPECTIVE

### MOGHUL ADMINISTRATION

District as a unit of administration, in the form in which it is now existing, is of comparatively recent origin. However, the genesis of district as a unit in administration goes back to the Moghuls who may be said to have sown the first seeds of such a system. The Suba of the province was almost a replica of the empire in every respect and naturally Subhadhar, who was also known as a Sipasalar, enjoyed unlimited powers. He was virtually the king in the province. But he was assisted by the Diwan with equal power who acted as a check on the head of the province. The other important officers were the Fauzdar, the military commander, the Amil, the Revenue Officer and the Bitchki who kept a check on the Amil. There were under him the Qanungoes as Local Revenue Collectors. The chart sketching the hierarchy of Moghul administration is kept at the end of the chapter. On the disintegration of the Moghul Empire the Peshwas ruled over most of the Bombay Province. But soon after, their provincial satraps formed new states such as Baroda, Indore and Gwalior. In the administration of their territories they appointed Subas to administer their districts. Under the British Rule the 'Subas' became the district 'Collectors.'

### THE BRITISH SYSTEM

2. However the definite foundation of district administration was laid by the British. In the beginning when the territorial expansion was complete and the British established their sovereignty, the problem that confronted them was how to administer this vast country efficiently. Their main problem then was to maintain law and order and to collect the state revenue. It was precisely to serve these basic purposes that the system of administration was designed. Provinces came to be established in a manner that suited their administrative convenience and the district came as the next convenient administrative unit in the province.

3. Baden Powell has pointed out that as the collection of land revenue and the management of all the affairs that are con-

nected with the maintenance of the land holders in prosperity, demand a sub-division of the entire country into districts and minor official charges, this sub-division and hierarchy of officers which it entailed, naturally became the basis of the entire administrative system.

### ADMINISTRATION OF LAND REVENUE SUPERVISORS

4. We have emphasised earlier that the administration of land revenue formed the crux of the administration in earlier times. The history of land revenue administration in the British period is one of slow and steady progress. Until the year 1772, the land revenue was collected by two Naib-Diwans, who were conversant with local tenures, land rights and other systems of payment. The British being alien to the country were entirely ignorant about the land systems in the country, and that explains the institution of middlemen for collecting the revenue. The British wanted to improve this position and therefore, appointed Supervisors to study the method of collecting the land revenue and to gain the knowledge about the different systems of land tenures obtaining in different parts of the country. The zamindars and the Quanungoes who kept the land records and who were experts in local tenures offered very little co-operation to the government and hence the purpose of the appointment of Supervisors was not served.

### BOARD OF REVENUE

5. In the year 1772, the posts of Naib-Diwans were abolished and the Governor-General in Council took the administration directly under him. A Board of Revenue was formed. Land assessment was made for a period of 5 years and the lands were leased out for cultivation by public auction. An Indian Diwan and the Collector were appointed in each district for the purpose of supervision of the revenue administration. Unfortunately, this system also did not work smoothly mainly because of the rash bids made by the Revenue Farmers in many cases. Such speculators having no permanent interest in land tried to extract as much rent as possible from the actual cultivators. This system, therefore, resulted in the oppression of the cultivating class. In the year 1773 a Committee of Revenue consisting of two members of the Board and 3 senior servants of the Company was constituted in Calcutta. The posts of European Collectors came to be abolished and the Indian Diwan completely took over the administration. Six provincial councils were established and inspection system was introduced through the appointment of special Com-

missioners. Even with these reforms, matters did not improve much, and therefore, in 1781 an attempt was made to further centralise revenue administration. A new Committee of Revenue was set up consisting of four members with a Diwan to assist it. European collectors came to be reappointed in each district and the provincial councils were abolished.

EVOLUTION OF THE PERMANENT SETTLEMENT

6. In the year 1786, another scheme was adopted which made districts as regular fiscal units and the Collector in each unit became responsible for settling and collecting the revenue. The Committee of Revenue was reconstituted as a Board of Revenue with a member of the Council as its President. The duties of the Board consisted of mainly 'controlling and advising the Collectors and sanctioning their settlement'. The Chief Sheristadar was appointed there to deal with land records. Later, this officer broke the monopoly of the Quanungoes and from him the required knowledge about the revenue matters was made available to the government. Ultimately the government solved the problem of land revenue by the adoption of the Permanent Settlement system in 1793, and recognising the zamindari system. This settlement strengthened the British Rule in India by creating a class of loyal landholders who formed a stable element of the State, supporting it whenever occasion demanded.

7. It had already been noted that district as a unit of administration came into existence for the sake of administrative convenience. Of course, many districts might have had the advantage of being geographical, economic, linguistic as well as ethnic entities. But this was more an accident rather than a result of any deliberate and well planned policy of the British Government towards it. This arrangement arose mainly in response to the administrative needs such as the collection of land revenue, preservation of internal law and order and the judicial settlement of claims and disputes. For all these purposes it was the district which served as a more convenient unit rather than the unwieldy province as a whole.

COLLECTOR, THE HEAD OF ADMINISTRATION

8. The Collector became the official representative in each district discharging both the judicial and revenue functions. He was the head of administration in the district and also functioned as an agent of government for the collection of land revenue in the district. Sometimes he acted as political agent for some of

the adjoining small states or Talukdaris. The main source of revenue at that time was derived from land, and generally speaking the government was regarded as the ultimate proprietor or landlord. Naturally, the Collector's duties in respect of collection of revenue varied from province to province according to the nature of the tenures. In Bengal and North-West Province, where permanent settlement and zamindari systems of tenure prevailed, the Collector received fixed sums from the zamindars. In Bombay the ryotwari system was adopted, the cultivator paying land revenue direct to the state.

9. Apart from the land revenue, the Collector was responsible for other resources of revenue also. He was the Government Treasurer as well as its Banker. Not only was he responsible for the maintenance of peace in the district but also he had magisterial powers and in times of urgency, he used to take such action as he deemed fit. His court was the place where the first investigation of all the criminal cases used to take place. Only those cases involving substantially heavy punishment were committed to the sessions.

10. It is interesting to note that in the initial stages the Collector remained very powerful in the district. The absence of effective means of communication in the early British period enabled him to exercise wide powers on his own discretion. On many important matters he had rarely to consult his superiors for the simple reason that he could not do so frequently or in time. Thus he became almost an autocrat in the district. However, with the introduction of modern means of communication and transport, like railways, post and telegraphs, it has become possible for the government to have a proper check on the Collector's powers and regulate them.

### THE SUB-COLLECTOR

11. Next to the Collector came the Sub-Collector in the district whose position was that of a joint Magistrate. He acted as the Deputy of the Collector in so far as the disposal of such business of the departments of the district which the Magistrate may allot to him.

### ASSISTANT COLLECTOR

12. There was an Assistant Collector who had the status of a subordinate Magistrate of the first or second class. He was mainly to assist the Collector and the Deputy Collector and

therefore his powers were limited. However, a person holding this post was eligible for selection to the post of Deputy Collector or sometimes even the Collector.

13. Generally, the officers of these three cadres were drawn from the Indian Civil Service and most of them were not Indians. The ICS personnel consisted of men of ability and competence and they played important role in the administration. The pivotal role of the ICS Officers is reflected in the following words of Macaulay: "Even the Charter of the Governor General was less important than the Charter and the spirits of the servants by whom the administration of India was carried out."

SUPERINTENDENT OF POLICE

14. In the early stages of the British administration, the District Magistrate was also the Head of the District Police Organisation. However, after some time, a separate Officer—District Superintendent of Police—came to be appointed whose main duties were to maintain law and order and arrest and commit criminals to the appropriate courts. With regard to other measures of law and order, the DSP worked in co-operation with the District Collector but in so far as the matters of general organisation of the Police force was concerned he was directly responsible to the Inspector General of Police who was the highest Police Officer in the province. The district jail, however, came to remain in charge of the District Medical Officer who was the Head of the District Health Department.

JUDICIAL ORGANISATION

15. Apart from the District Collector who was also a Magistrate, there was a District Judge whose duty was to hear appeals from those who have been convicted by the Magistrates.

TALUKAS AND TEHSILS

16. Next to the district, Talukas or Tehsils came to be the smaller units of administration. Each taluka which was an aggregation of villages had a Tehsildar or Mamlatdar who was responsible for the revenue administration of the taluka.

COMMISSIONERS

17. Between the Head of Provincial Government and the Collector, there was another category of officers who were called

Commissioners. Their main function was to supervise the work of the Collectors of 4 to 6 districts placed under their charge. Generally, they were also drawn from the Indian Civil Service. In all revenue matters he was the appellate authority.

This hierarchy of subordinate officers however were not fully trusted and therefore most of the powers in important matters were centered in the Collector. This feeling is still persistent when the question of decentralisation of powers to subordinate offices or officers are under consideration.

ROLE OF VILLAGE COMMUNITIES IN ADMINISTRATION

18. In ancient India, it is well-known that the village communities played a very important role in administration. There are evidences to show that the village administration was almost autonomous. The leaders of villages collected local revenue from the farmer and paid it to the government agent in the area. During the early years of the British regime, however, on account of various measures introduced by them specially the Ryotwari land system and the centralisation of district administration, the social, economic and political life of the villagers was disrupted and therefore, there was no longer any organisation in the village with a semblance of the administrative machinery. In each village a Talati or village accountant was appointed for the purpose. Later on the British made some attempts to revive these ancient institutions, and the resolution of Lord Mayo in 1870 may be regarded as the first step in this direction. Further, in various provinces, legislation was enacted with a view to legalising local cesses and other taxes so that the local institutions might get the financial strength that they so badly required. In each district, Committees constisting of leading persons were constituted for the administration of the funds. Usually, there were Committees sometimes for smaller areas. All the members of such Committees were nominated and therefore, obviously they were controlled by government. Each Committee had an official chairman whereas the members consisted both of officials and non-officials. No doubt this was an improvement over the moribund village institutions but it was far from satisfactory. The Committees, dominated as they were by officials, were hardly the effective forum for popular feelings. The non-official members were not treated with due respect. In addition, the area served by such Committees was too large to enable the members to take any intelligent interest. Moreover, many members had little knowledge of the local problems of the area.

### FOUNDATION OF LOCAL SELF-GOVERNMENT

19. It was Lord Ripon who took the next important step in this direction. His main ideas were laid down in the Government resolution passed in 1882. According to this resolution, the sub-division and not the district should be the area served by such Committees. Primary Boards were also instituted to serve the smaller areas under the main Committee. The resolution also mentioned that the Local Boards should consist of a majority of elected non-official members and that they should be presided over by a non-official chairman. Though many provinces did not give effect to the basic principles underlying this resolution, it may be said that it laid down the foundation of local self-government in India.

### MONFORD REFORMS

20. Another step forward in this direction was taken by the ushering in of the Monford Reforms in 1919 according to which the subject of local self-government was placed in charge of the ministers. Provincial governments began to take increasing interest in this subject and actually passed several acts with a view to foster local institutions. Local Boards and municipalities came to be given more and more powers and they were also made responsible to the electorate. Thus excessive official control and nomination which characterised such institutions earlier came to an end, paving the way for the development of healthy and popular institutions.

### DEVELOPMENT OF LOCAL INSTITUTIONS

21. We have already noted how the local self-government took considerable time to develop itself. For dealing with purely local matters, municipalities and district local boards were the two important institutions that took a definite shape. Municipalities were established in towns and levied local taxes and cesses. Their main functions were to look to the sanitation, health, water supply and similar other matters of the locality. The Local Boards looked to more or less the same set of functions in regard to the group of villages in their jurisdiction. The income of the Local Boards was collected through tolls, ferries, and other kinds of fees. The District Local Boards looked after the construction of roads, their maintenance and repairs, sanitation and medical relief and education.

22. At the village level, the Patel continued to function as the official headman of the village. A study of the ancient Indian

history reveals that a similar officer also existed in those times and he was then known as mukhi or the Village Headman. To assist the Patel in the maintenance of village records a Talati was appointed. In addition, there were some village watchmen, scavengers, etc.

### LAND REVENUE ADMINISTRATION IN SURAT DISTRICT

23. In the early British period, Mr. Mount Stuart Elphinstone, Governor of Bombay, was entrusted with the administration of the territory taken over from the Peshwas. In the year 1800, the administration of Surat District came to be placed in the charge of three officers, *viz.*, the Revenue Collector, a Judge and Magistrate and a Lieutenant-Governor for discharging political duties. Later, some adjoining areas came to be added to the Surat city and thus the present Surat District came into existence.

24. The history of land revenue administration of Surat has two distinct phases. Firstly, from the year 1804 to 1817, when the land revenue was collected through the middlemen and secondly, from 1817 onwards when the settlement of land revenue was made with the Collectors directly. In the first phase, the middlemen who were called Desais collected the revenue from the cultivators. But they were something more than mere revenue collectors. They were also the Managers or the Heads of villages or groups of villages. The Desais were also designated as Talukadars and in that capacity they exercised the function of the village Patel or the Headman. Thus the Desais were very powerful and were very tyrannical in the assessment and collection of land revenue and they often misused their powers. The Collector had no check upon such misappropriations for the simple reason that he was not well informed about this system. As a first step towards reducing their despotic powers, the village Talatis came to be appointed. Their main function was to maintain village records and they were independent of the Desais.

### THREE CLASSES OF VILLAGES

25. Mr. Morrison divides the villages of the Surat District into three different classes :

(1) Japti,
(2) Bhagdar and
(3) Uparwaria.

According to him, some of these villages had no Desais whereas some others had no Patels. Generally speaking however, each

village had a Patel and a Desai and some villages maintained menial servants such as watchmen and sweepers

*Jofti* villages were those whose inhabitants were settled cultivators for generations, owning the fields which they were cultivating.

In *Bhagdar* villages, lands were distributed amongst the village Managers, Desais and Patels who appointed their own cultivators The cultivators paid the land revenue directly to the Desais or Patels, as the case may be The *Ufar*[illegible] village had unsettled cultivators and the land revenue was fixed according to the whims of the Desais[1]

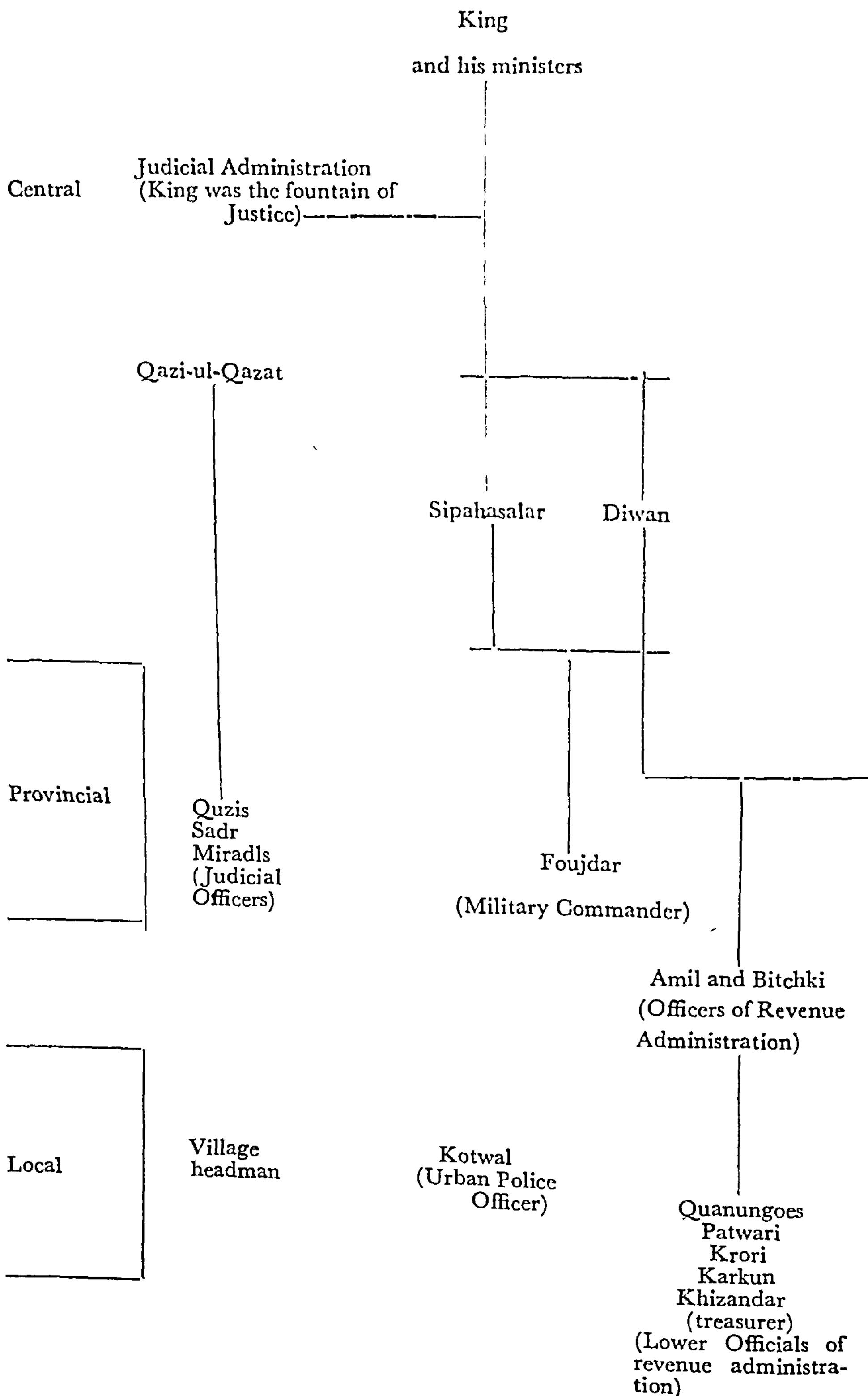
In the new system of settlement ushered in by the British all these middlemen were eliminated and the government stepped in to deal with the cultivators directly The cultivators received a patta or written agreement from government

### INDEPENDENCE AND AFTER

26 As we have seen in this chapter, the main task of administration in the early period was to collect the land revenue and maintain law and order Gradually, the system of administration assumed normality and the activities of government came to be extended to spheres which were hitherto regarded as outside the scope of administrative action Health and sanitation, agriculture and co-operation, development of local self government, education, etc , came to be regarded as the most obligatory functions of the State Consequently, the scope of legislative measures increased and popular provincial assemblies came to be formed for the enactment of legislation and the passage of the budgets. Along with these activities the autocratic powers of the Revenue Officers were reduced but their functions increased and their department came to be the pivot of the district administration Consequently on the attainment of Independence and the initiation of planned development in the country, the administrative machinery had to respond to still more heavy and more complicated tasks The additional duties the district administration is called upon to perform is the subject matter of the next chapter.

1 Vide Surat District Gazetteer, p. 21[illegible]

## DIFFERENT LEVELS OF GOVERNMENT IN MOGHUL ADMINISTRATION



## CHAPTER II

# DEVELOPMENT OF ADMINISTRATIVE RESPONSIBILITY IN THE POST-INDEPENDENCE PERIOD

27. As we have hinted in the previous chapter, the basis of the administrative machinery that the Union of India inherited from the British was designed to serve a limited purpose. With the Independence of the country certain special problems arose which the administrative machinery was called upon to deal with. The whole conception of the State underwent a radical change—of a Welfare State with specific directives in various directions. This was naturally followed by a comprehensive system of planning for the development of the country, socially and economically. The special problems which arose in the wake of Independence and consequent on the planned development of the country, had their inevitable repercussions on the administrative machinery as a whole and in particular at the district level. A resume of these special problems should therefore provide the necessary background for a critical examination of the existing structure of district administration.

### REPERCUSSION OF INTEGRATION OF STATES

28. The Constitution of India classified the States into four categories. Some of the nearly 580 Princely States were merged into or integrated with the adjoining provinces, which were named as Part "A" States. The remaining States, some of which were again grouped together, were classified as Part "B" States. Part "C" States were the centrally administered territories which were formerly known as the Chief Commissioner's provinces. Andamans, Nicobar, Laccadive, Minicoy and Amindivi Islands were classified as Part "D" States.

In the case of the Bombay Province, the Princely States such as Baroda, Bansda, Dharampur, Sachin, Chhota Udaipur, Rajpipla, Devgadh Baria, Kolhapur, Miraj and Sangli, were merged into it. Excepting Baroda, many of these merged States had not evolved any uniform structure of administrative machinery. Nor had they any well-planned and elaborate procedures in terms of administration. In many States, again, there was [illegible]

method of keeping village accounts, nor any record of land rights were maintained. While some States had carried out regular land surveys and settlements, others had no fixed or well-defined system of land tenure. The method or the contents of tax system varied from State to State. Even in cases when the taxes levied were broadly uniform, the tax legislation was not necessarily the same everywhere. With the bringing together of such heterogeneous administrative systems of different States, therefore, the natural problem which arose was the assimilation of Princely States in the administrative system of the Bombay State. This indeed was a heavy task. The second problem was that of the staff of these States. In many cases, persons holding important positions could not be deemed to be competent to hold them, judged from the standards of Part "A" States. This was true as much in the case of the Revenue Department as in the other Departments.

### LOSS OF TRAINED ADMINISTRATIVE PERSONNEL

29. Consequent on Independence, many of the European ICS officials took advantage of the concessions given to them of the premature retirement and retired. Some of these officers co-opted to Pakistan on the partition of the country. These two factors created a gap which had to be filled up by the promotion of officers from the lower provincial cadres. Naturally, such promoted persons did not have the required training or skill or ability for the posts formerly held by the ICS. The administrative machinery, which was already overstrained by the problems which cropped up on account of the integration of comparatively backward States, suffered once again on account of the drawing in of the less competent personnel. The inevitable result of this process was that efficiency in administration suffered.

### PROBLEMS OF REHABILITATION

30. As is well known, as a result of Partition, and the consequent disturbances that took place immediately after, a larger number of persons migrated to India from Pakistan. The problem of providing relief and that of rehabilitating the displaced persons had therefore to be tackled, as an urgent measure. In the initial stages, the main task was to provide food and shelter to the displaced persons. However, since refugees became a permanent problem, the more difficult task of rehabilitation had to be undertaken. Naturally, this involved heavy responsibilities on the part of the administration.

According to Section III of the Bombay Refugees Act 1948, centres of registration of refugees were established with the Mamlatdars, Mahalkaris and rationing officers and officers in charge of Refugee Camps. Thus, the Revenue officers were styled as registering authorities, and were required to play an important role in the task of rehabilitation. The Collectors of districts were placed in overall charge of the displaced persons and also of implementation of various relief and rehabilitation schemes like grant of free cash doles, grant of loans for housing, for agricultural purposes, for starting industries, etc.

PROBLEMS OF EVACUEE PROPERTY

31. A considerable number of persons also migrated to Pakistan from Bombay State leaving behind them large properties. The handling of such evacuee properties constituted another administrative problem. The Bombay Evacuee (Administration of Property) Act 1949, conferred on all the Collectors the powers of Deputy Custodians and on the Mamlatdar the powers of Assistant Custodians of Evacuee Properties. The allotment of Evacuee Properties to displaced persons was to be made by the Deputy Custodian of the property (Collector) in respect of properties at the district headquarters, and by the Assistant Custodians (Mamlatdars) in respect of properties in the mofussil.

PROBLEM OF FOOD ADMINISTRATION

32. Perhaps more important and large in dimension was the problem of food administration. Consequent on the second World War it became necessary to introduce controls of prices of essential commodities and by the end of 1944, a complete and comprehensive system of rationing came into existence in the country. Complete control on the purchase, sale, distribution and movement of food grains, throughout the Bombay State was also established. The main features of such a control were voluntary purchase of paddy and other grains, compulsory levy, government monopoly of purchase in regard to the main cereals throughout the province, complete control over distribution, by means of statutory rationing in the cities and towns [illegible] of principal cereals through[illegible] the province [illegible] anti-waste measures to prevent wastage of food.

This system continued till 1947 when the government's policy in respect of controls underwent a radical change. The then government decided a progressive decontrol, due to the pers[illegible]ence of

inflationary tendency, the gradual re-introduction of controls started again in October 1948 and most of the orders in this respect which had been cancelled had to be re-issued and consequently the position of control was almost fully restored by the beginning of 1949.

This comprehensive system of control told heavily on the governmental machinery specially at the district level. In order to implement the food programme, the government had to open grain godowns at a large number of centres in each district. Government had also to employ a large staff for the purchase and storage of foodgrains. In the case of towns and cities where statutory rationing was in operation additional personnel had also to be employed. In rural areas, a number of additional Talatis and Circle Inspectors had to be employed for the distribution of controlled articles including cement. All these new functions necessitated the employment of additional clerical staff, mostly untrained, in the district and taluka offices. The Collector, the Prant Officer, the Mamlatdar—all these officers—were expected, in addition to their normal duties, to see that these activities were properly performed.

### CLOTH CONTROLS

33. Cloth controls came to be instituted in the year 1944. The State Textile Controller was the principal administrative and executive officer in charge of the controls of cloth and yarn. Special staff had, therefore, to be provided at the district and taluka headquarters for the administration of the control.

### GROW MORE FOOD SCHEMES

34. The Central and State Governments were keen to improve the food supply of the country by taking positive and concerted measures to increase food production. Towards this direction, the Grow More Food Campaign was conceived and various schemes designed to achieve this objective were undertaken all over the country. In the implementation of these schemes again, the Revenue Department had to bear a major burden.

The Mamlatdar, the Circle Inspector and the village officials were required to evolve programmes and means of increasing both the acreage and the output of foodgrains in the respective areas.

### ELECTION WORK

35 Another new function imposing additional burden on the revenue administration is the holding of elections to the State and Central Legislatures, on the basis of adult suffrage. So far as the elections in the districts are concerned, the Collectors are responsible. While the Collectors are designated as Returning Officers to elections for Lok Sabha and Vidhan Sabha, the Prant Officers hold similar charge for elections to State Assemblies. Similarly Mamlatdars and Mahalkaries are Electoral Registration Officers for all Assembly constituencies and Collectors and Prant Officers for election to Lok Sabha and Vidhan Sabha.

In this connection the Mamlatdars and Mahalkaries have to prepare electoral roles for each constituency, in accordance with the procedure laid down in the Representation of People (Preparation of Electoral Rolls) Rules 1950. Such rolls are required to be revised every year and therefore one additional Aval Karkun and a clerk at the taluka and one or two clerks at the Collector's office are provided for as a permanent measure.

### INCEPTION OF PLANNING AND DEVELOPMENT PROGRAMMES

36 The inception of a planned programme of development with the First Five-Year Plan in the year 1951 may be said to be a landmark in the history of administration. The programme drawn up by the Planning Commission, to mention only the relevant features, included programmes for improvement of agriculture, animal husbandry, fisheries, schemes for the expansion and consolidation of co-operative movement in the field of credit, marketing, warehousing and storage. Again, the Plan visualised the reconstruction of the village life, firstly, by expanding and strengthening the village economy and secondly, by bringing into existence a [illegible] communal structure in which different sections of the community have equal opportunities for advancement. On the one hand, therefore, measures relating to land reforms, development of village industries, etc. were formulated and on the other, a set of measures intended to strengthen and resuscitate popular institutions like the village panchayat.

### LAND REFORMS

37 Land reforms have been and are going to be the most important problem in the Revenue Department and the

Bombay State has taken a great lead in this sphere. The administrative tasks relating to land reforms to be undertaken fall into two groups : firstly, those which are required for ensuring efficient revenue administration and secondly, those relating to special programmes like tenancy legislation, consolidation of holdings, land management, imposition of ceiling on holdings, control of rents and redistribution of land. The execution of these measures will require the maintenance of correct and up-to-date revenue records on the basis of changes in ownership.

### COMMUNITY DEVELOPMENT PROGRAMMES AND N.E.S.

38. An outstanding feature of programmes introduced in the villages is the Community Development which aims at an alround development of the village communities. Supply of fertilisers and improved seeds, improvement in the methods and techniques of farming, village industries, construction of village schools, roads, spread of social and adult education and cultural programmes are some of the varied programmes undertaken by the Community Projects Administration.

National Extension Service is visualised as an agency to carry the results of research to the doors of the farmers. It primarily aims at the rehabilitation of the economically disadvantaged farmers. By the end of the Second Plan period, the N.E.S. is expected to cover the whole of the rural sector. For these activities, the revenue officers of the district, taluka and village level are directly placed in charge of the respective blocks or areas of operation. Such a system has therefore imposed burdens on the revenue officials, which are heavier than even the regular revenue duties.

### DEVELOPMENT OF CO-OPERATIVE MOVEMENT

The recent Rural Credit Survey conducted by the Committee of Direction appointed by the Reserve Bank of India has made certain fundamental recommendations for the development of co-operative movement and they are now in the process of implementation. The main principle of reorganisation of the co-operative movement envisaged is that of State partnership. The scheme entails the building up of a network of primary credit, marketing, storage and processing societies throughout the countryside. This state-partnered movement inevitably means that the officials in-charge of the department have to play an increasingly important role in initiating, developing and spreading the movement at all its phases. District administration is called upon to help the movement in several spheres.

39. The Revenue Department is the pivot of the district administration as its fundamental duty is to see that the *lands are properly administered* and *the people living thereon are properly cared for and helped.*

Therefore, it is the duty of the main executive organ of the State to see that its own organisation is highly efficient and is able to co-ordinate the activities of the welfare agencies of the State and to see that they work in full harmony for benefit of the people and with their active co-operation

REORIENTATION OF ADMINISTRATION

40. The administrative system, it is obvious, reflects the purpose behind the state. The state lives and acts through the administrative system, so that the latter is but an expression of purposes embodied in the state Therefore, the reform of the administrative system has to be considered in the light of the enlargement of its sphere and the widening of activities of the state itself How far an administrative machinery built up mainly for maintenance of law and order and collection of revenue has been able to cope up with the new demands made on it, consequent on the adoption of the larger aim of a Welfare State, is the problem which needs to be examined thoroughly

41. Moreover, in a developing economy, the expression "administration" itself steadily assumes a broader content It includes not only the building up of personnel, training of men to shoulder the new tasks, but also seeking the co-operation and participation of the people, informing and educating the public and organising a sound system of planning based as much on the participation of the people at each level, as on the best technical, economic and statistical information available. In this context, therefore, the administrative machinery shall have to be geared to a sense of urgency and concern for the community and shall also have to be infused with a spirit of service and integrity

42. Lastly, apart from government agencies proper, it is the institutions locally developed and activities generated through such local institutions that would largely benefit the village population In this building up of institutions also, the administration has an important role to play. Simultaneously therefore, with the reorientation of administrative machinery, other non-official

agencies like the Village Panchayats, the Co-operative Societies and the Schools need to be developed and organised so as to create a new corporate life, and establish a rural democracy in the real sense.

### CONCLUSION

43. It is against this background that we set out to examine the adequacy of the administrative machinery, to fulfil the purposes and needs expected of it in a Welfare State progressing along well-planned lines of development.

# CHAPTER III

## PRESENT STRUCTURE AND SET-UP OF ADMINISTRATION IN THE SURAT DISTRICT

44. The old Surat District consisted of two divisions, viz., (1) Chorasi and (2) Bulsar, with 8 talukas and one mahal. The total number of villages was 811 including Inam villages. The land revenue demand was Rs. 30,32,800 during the year 1947-48. With the merger of the territories from the former princely states of (1) Sachin, (2) Dharampur, (3) Bansda and (4) Baroda, the limits of the district have been extended and it is now the largest district in the State. There are at present 4 divisions made up of 15 talukas and 3 mahals consisting 2,063 villages. The land revenue demand for 1953-54 was Rs. 62,72,796-5-8 and Rs. 61,59,738-0-10 for 1954-55. The present size of the district has become rather unwieldy. Statement (Exhibit 1) shows the different sub-divisions, talukas and villages in each taluka.

45. We give below the main departmental organisations of the district administrative machinery and the respective District Heads of the Departments.

| | *Department* | *District Head of the Department* |
|---|---|---|
| 1 | Revenue and General Administration | Collector |
| 2 | Registration | District Registrar |
| 3 | Police | District Supdt. of Police |
| 4 | Prohibition | Supdt. of Excise |
| 5 | Forest | Divisional Forest Officer |
| 6 | Medical | Civil Surgeon |
| 7. | Public Health | District Health Officer |
| 8 | Public Works | District Executive Engineer |
| 9. | Local Self Government | President of the District Local Board |
| 10 | Education | District Educational Inspector |

| | | |
|---|---|---|
| 11. | Agriculture | District Agricultural Officer. |
| 12. | Co-operation | Asst. Registrar of Co-operative Societies. |
| 13. | Veterinary | Divisional Veterinary Officer. |
| 14. | Backward Class | Backward Class Welfare Officer. |
| 15. | Industries | District Industrial Officer. |
| 16. | Judicial | District Judge. |
| 17. | Publicity | District Publicity Officer. |
| 18. | Development Board | Collector (*Chairman*). |

VARIOUS GOVERNMENT AGENCIES AT WORK

46. The statement below shows the various government agencies at work at the village, taluka, sub-division and district level :

| Sr. No. | Subject | Village | Taluka | Sub-Division | District |
|---|---|---|---|---|---|
| 1. | Revenue | Talati | Mamlatdar. Circle Officer | Prant Officer | District Collector |
| 2. | Co-operation | Executive Board of the Co-operative Society | Asstt. Co-operative Supervisor | .. | Asstt. Registrar of Co-operative Societies |
| 3. | Agriculture | Village Level Worker, Agricultural Demonstrator | Agricultural Assistant | Agricultural Officer | District Agricultural Officer |
| 4. | Veterinary | .. | Veterinary Officer | .. | District Veterinary Officer |
| 5. | Industries | .. | .. | .. | District Village Industries Officer. |
| 6. | Public Works | .. | Overseers | Dy. Engineers | District Executive Engineer |
| 7. | Electricity | .. | .. | .. | District Electrical Engineer |
| 8. | Police | Police Patel. Kotwal (the village watchman) | Sub-Inspector | Dy. Supdt. of Police | District Supdt. of Police |
| 9. | Survey | .. | Cadastral Surveyor | .. | District Inspector of Land Records |
| 10. | Civil & Judicial | Village Panchayat | Civil Judge | .. | District Judge |
| 11. | Public Health | .. | Sanitary Inspector | .. | District Health Officer |
| 12. | Medical | Doctor (wherever there is a hospital) | Sub-Medical Officer | .. | District Medical Officer |
| 13. | Education | Schools | Asstt. Inspector of Schools | .. | District Educational Inspector |

47. In the district administrative organisation the main departments which are directly concerned with development and the constructive activities in the rural areas are agriculture, co-operation, public works, public health, education, local self-government, community development project and national extension service. Many of the development departments are of recent origin and have developed as the responsibilities of government for the welfare of the people increased due to the constitutional and other changes in India.

### DISTRICT ADMINISTRATION

*Collector*

48. The district administrative head is the Collector who combines in himself the functions of collector of revenue and that of district magistrate. With the growth of revenue and development work, specialised executive departments dealing with these functions have been set up at the district level. But the Collector has always remained the repository of power in the district administration. As Collector of Revenue, he not only collects land revenue but all other dues to government which are recoverable as land revenue arrears (such as income-tax, sales-tax, decrees by judicial courts, etc.). The district treasury is also in his charge. As District Magistrate, he is responsible for the maintenance of peace and order in the district. He controls and supervises the subordinate magistracy for this purpose. His responsibility as district magistrate has increased with the growth of labour troubles, agrarian discontent and local disturbances arising out of local factions, etc. Such troubles have become frequent and widespread in recent times and naturally claim his first attention. In this sphere of authority, he is assisted by the District Superintendent of Police who keeps him fully appraised of the state of crime and disorder in the district.

49. The administration of jails and sub-jails to some extent, and of village police is under his charge. He also functions as the District Registrar for the registration of documents and Registrar of Money-Lenders for the enforcement of the Bombay Money-Lenders' Act. Besides, he has other functions assigned to him such as the rehabilitation of displaced persons. He is the chairman of the District Soldiers, Sailors and Airmen's Board. During the war period he was placed in complete charge of procurement, supply and distribution of controlled commodities. After the abolition of controls, he has been relieved of these duties.

50. In the sphere of local administration he exercises control over the local bodies such as the municipality, district local board and village panchayats. He is obviously, therefore, expected to be in constant touch with the working of these bodies also. With the addition of the developmental functions he is responsible for the execution of rural development schemes under national extension service and community development projects. As the head of the district, he is thus the co-ordinating executive authority of all the functions in administration. He is expected to remain acquainted with the working of all the departments in the district as well as the local bodies and supervise their activities and co-ordinate them to suit the needs and exigencies of the district administration. Nothing should take place in the district with which the Collector has not been acquainted. The prospects of agriculture during the season, the trend of trade and markets, rate of industrial development, wages and prices, the progress in the execution of public works, are only some among the various matters about which he should keep himself constantly informed.

51. The Collector has to maintain contact with the officers of other departments at district level by holding regular meetings at the headquarters. At such meetings which are held every month, departmental questions as well as matters of urgent public importance are discussed and disposed of with a view to avoiding delay which would result if they are dealt with through correspondence. He is required to preside over or attend the various committee meetings of the local bodies such as the district board or the development organisations such as that of the CPA and NES. He has to review and keep in touch with the work connected with holding of elections for State Assemblies and Parliament. In general, he has to look after the welfare of the people in his administrative area of a district.

*Tour and Inspection*

52. The tour programme of the Collector is an essential part of his duties, and during the tours he is expected to carry out jamabandi audits and inspect the sub-divisional and taluka offices. The object of such tours is to keep himself in intimate contact with the taluka and divisional officers and note their efficiency for carrying out the functions delegated to them and to advise and guide them in the process of discharge of their duties. Besides, personal visits to the villages are enjoined on the Collector so that he may study the needs of the villages first-hand, and understand the social

and economic problems which require to be attended to. On the basis of his understanding of the situation he is expected to advise government on the policy to be formulated in regard to the programmes of relief and development in the villages as well as on the necessary executive measures to be taken for this purpose. The Collector is assisted in his office work by a Personal Assistant of the cadre of a Deputy Collector. Besides looking after the routine work of the office, the latter exercises some of the statutory powers of the Collector and the District Magistrate. Each of the departmental branches shown in Statement (Exhibit 2) is under the supervision of a Gazetted Officer. The distribution of work among the different departmental branches is also shown in the same exhibit. The different Acts which are administered by the Collector are listed in Schedule (Exhibit 3).

*Sub-Divisional Officer*

53. Those who are recruited from the IAS are called Assistant Collectors. They are placed in charge of a sub-division after they pass the Higher Standard Examination and complete the supervisory period of one year. The Surat District is divided into four sub-divisions. Each sub-division is placed in charge of a Prant Officer, who is of the cadre of Deputy Collector. He is either a junior member of the Indian Administrative Service or an officer of the Bombay Civil Service; partly the recruitment is from the Mamlatdars. The charge of a sub-division, besides providing a training ground for the new recruits of the Indian Administrative Service, serves as an effective instrument of decentralisation. Under the Land Revenue Code, the Prant Officer exercises all the powers of the Collector except those which are *specifically reserved for the latter, and relieves him of much original* revenue work. He is also the sub-divisional magistrate and assists the Collector and District Magistrate in maintaining law and order within his jurisdiction. After the separation of judiciary from the executive by virtue of Bombay Act XXIII of 1951, he has now to try criminal cases, except conducting proceedings under sections [illegible] 108, 109, 110 of the Criminal Procedure Code for demanding security from habitual offenders, for prevention of offences and for prevention of public nuisance. He can also pass orders for prevention of unlawful assembly.

54. He supervises the working of taluka offices within his [illegible] which is [illegible] constantly [illegible] in the area. He is required to tour for 180 days with 120 night halts for the purpose of jamabandi audit, inspection and ascertaining the needs of the [illegible] in

regard to their social and economic betterment and bringing them to the notice of higher authorities. He is required to tour in such a way that every village in his division is visited at least once in the course of five years. While on tour, besides acquainting himself with the local problems by contacting the people, the Prant Officer has to inspect the village records, see conditions of crops, boundary marks and encroachment sites and verify land revenue receipts. He has also to test the work done by the village officers, circle inspectors and Mamlatdars and to correct mistakes wherever they are found. The Prant Officer is invested with the appellate powers of the Collector under the Land Revenue Code and Tenancy Act. Therefore all revenue and other appeals against the decisions of the taluka officers are heard by him. He has to inspect the treasury and verify the treasury balance. In short he has to supervise the work of the village officers, circle inspectors, circle officers and Mamlatdars and to see that the village and taluka accounts and record of rights and other records connected with the land administration are properly maintained by those responsible and that implementation of the various land reform enactments and executive orders issued by government is properly carried out.

55. He is the appointing authority of the village officers, *viz.*, Patels and Talatis and class IV servants in his sub-division. His office staff consists of one Sirastedar (Head clerk) of Avalkarkun's grade and 4 to 6 clerks.

## TALUKA ADMINISTRATION

### *Mamlatdar*

56. A taluka comprises several villages and the total number of villages varies from one taluka to another. A small taluka is called a 'mahal' or 'peta'. The administrative officer in charge of a 'mahal' is the 'Mahalkari' appointed by the Collector from the senior Avalkarkuns. The administrative head of the taluka of a normal size is called the 'Mamlatdar' who is appointed directly by the State Government and who holds the rank of a Gazetted Officer. Except for this difference in designation and the appointing authority, the powers of the Mamlatdar and the Mahalkari within their respective jurisdiction are almost the same. The Mahalkari works independently of the Mamlatdar and his immediate superior is the Prant Officer. He conducts all correspondence directly with the Collector and the Prant Officer. Recruitment to the post of the Mamlatdar is made by government partly from qualified Avalkarkuns or Mahalkaris and partly through the Public Service Commission.

57 The office of the Mamlatdar has always been recognised as very important because the taluka office is the centre of revenue administration and all the work is to be done here only. The general administration, control of treasury, land revenue and land records and a large number of other items of work are concentrated in the taluka centre where the basic administrative records in regard to these subjects are kept and maintained. By the nature of the location of the administrative authority, the taluka office is in the closest contact with the rural population dealing as it is with day-to-day revenue affairs of the village and a wide range of other subjects mentioned below. After the passing of the various legislative measures to promote economic development and social improvement, the importance of the taluka, from the point of view of administration, has further increased. Some of the legislative acts such as the Tenancy Act, the control of Money-lenders Act, the Prevention of Fragmentation and Consolidation of Holdings Act, the Abolition of Jagirdars Act, etc., vest the authority for their administration in the taluka officers. The latter are also responsible for the general implementation of schemes of development under CPA and NES at the taluka and village levels. In short what the Collector is for the district, the taluka officer is for his taluka.

58 In regard to the collection of land revenue for which he is responsible, he has to supervise the work of circle inspectors and village officers and maintain efficiency in the performance of their duties as also to see that they keep the village records and accounts up-to-date. He has to pay special attention to the removal of encroachment and take action on breaches of tenancy law. He has the authority to grant [illegible] loans up to Rs. 300 under the Agricultural Improvements Act; the amount has been raised to Rs. 500 in the case of selected Mamlatdars and Rs. 1000 under the Land Improvement Act [illegible] cases. [illegible] of the applications for [illegible] land for small amounts are disposed of by him, and he has to inspect the works for which the [illegible] has sanctioned. [illegible] the [illegible] of the [illegible] land [illegible] and the [illegible] for payment of land revenue [illegible] he has to [illegible] on tour, he has to verify these [illegible] that the circle officers, circle inspectors and [illegible] properly [illegible] and the [illegible] of the [illegible] [illegible] There [illegible]

taluka office. All the subjects dealt with by the department of revenue administration either received from government through the Collector or directly by him, have to be enquired into at the taluka level and disposed of by the taluka officer with the help of his subordinates, if within his power, or submit to higher authorities for orders together with his report. Thus he has to be in intimate touch with all the problems in rural areas such as the general condition of crops, trend of prices of agricultural production, epidemics, diseases of men and cattle and other permanent requirements of the villages in respect of communication, water supply, irrigation, etc. He is required to tour for 160 days with 15 night-halts per month camping in different villages in such a way that he would complete the visit of all the villages in his charge at least once in a year. Though his main duties pertain to revenue administration he is also, by conventional practice, held responsible for general administration. By virtue of the office he is also :

(*a*) An Executive Magistrate appointed under Cr. P. C.,

(*b*) Special Treasury Officer in charge of the Taluka Sub-Treasury ,

(*c*) Assistant Registrar of Money-Lenders appointed under the Money-Lenders' Act,

(*d*) Superintendent of taluka sub-jail,

(*e*) Electoral Officer for preparation of the lists of voters,

(*f*) Agricultural Lands Tribunal under the Bombay Tenancy and Agricultural Lands Act (1948)

(*g*) Assistant Custodian of Evacuee Property,

(*h*) Ex-Officio Vice-President of the Taluka Development Board.

59. During the period of war-time controls, the preservation and storage of grains as well as distribution were in his charge and though after decontrol he has been freed from this responsibility, the distribution of iron and cement to the agriculturists is made through him. As Chairman of the Taluka Distribution Committee he has to arrange for their disposal through duly constituted Distribution Committees.

60. Under the Bombay Tenancy and Agricultural Lands Act (1948), he has been vested with original jurisdiction to try

all the cases The appellate powers rest with the Collector These appellate powers have now been delegated to the Prant Officer He has also the jurisdiction to try all cases under the Mamlatdar Court Act, which provides for speedy relief on rights of way or to take water into agricultural lands Under the Land Revenue Code he also exercises statutory powers for

1 holding proceedings under section 37 (2) for a decision on encroachment over government lands,

2 ordering eviction and levy of fine and revenue for unauthorised occupation of government land,

3 giving permission for non agricultural use of land in class II villages,

4 certifying entries in mutation registers under the Records of Rights Act, and

5 imposing fine for erasing or removing boundary marks.

61 The division of work in the revenue offices is made among the clerks according to the nature of subjects or compilations to be dealt with The same basis of classification of subjects with tribaterals is adopted in the Collector's Deputy Collector's and Mamlatdar's offices Schedule (Exhibit 4) shows the classification of subjects with tribaterals

*Collection and Record of Statistics*

62 The statistical data relating to land utilisation such as the area under cultivation, fallow or waste land, or areas under different crops and other information regarding yield of different crops, cattle, population, village sites, common pasture, prices, wages, etc., are compiled and maintained in the taluka office Where additional statistical information pertaining to a taluka is called for by other departments of government, the information will have to be collected by the village officers and prepared through the taluka office

*General Elections*

63 The Mamlatdar [illegible] taluka office is in charge of [illegible] for the general elections to the legislature, local boards and [illegible]

land survey with reference to which the revision of surveys are made from time to time. The disappearance of these reference points give rise to frequent quarrels and disputes regarding the boundaries of the plots, and therefore in order to safeguard the interests of the original survey, the circle inspector has to see that these marks are maintained.

70. In the application of the provisions of the Famine Relief Code 1951, the circle inspector has to inspect every village repeatedly so that he can have a full knowledge of the conditions of the crops and the people and the fluctuations in the seasonal rainfall to detect very early signs of the oncoming distress, if any. A report of such periodical inspections will have to be made to the Mamlatdar. He is also required to publicise in every village information regarding centres where the employment for famine labour is provided.

*Circle Officers*

71. Above in rank to the inspectors are the circle officers who are of the grade of the Avalkarkuns. They perform all the functions which are assigned to the inspectors. In addition they are authorised to certify entries in the record of rights and also decide cases under dispute. The applications for *tagavi* under Agricultural Lands and Land Improvement Acts are enquired into by the circle officers while the circle inspector is not authorised to do so. They are usually vested with powers of joint Mamlatdars and can try suits under the Mamlatdar's Court Act (Section 5) which facilitates the speedy disposal of suits on the spot.

## VILLAGE ADMINISTRATION

72. The village is the smallest unit of administration. The officers at village are the Patel, Talati or the village accountant and the inferior village servants. The village accountant is placed in charge of a group of villages called a '*saza*'. The basis for constituting a *saza* is mainly the amount of the land revenue, though villages may be grouped together on the basis of their size as well as the volume of work.

*Duties of the Talati*

73. The duties of a Talati fall into two heads: (1) administrative and (2) revenue.

As regards administration, the Talati is next in importance to the Patel in the village, and is expected to help the latter in

every way in the discharge of his duties efficiently. As regards revenue, the main duty of the Talati is to recover land revenue and other government dues, and maintain the village accounts. He has to carry out inspection of crops with a view to (a) ascertaining the area under each kind of crop and (b) estimating the average out-turn. Verification of tenancy record and of the condition of boundary marks, inspection of government waste lands and detection of encroachments on public ways are also subsidiary duties under crop inspection. In times of famine or scarcity the Talati's duties are identical with those of the Patel. In case of earthquakes, floods, fire, frost, etc., the Talati is required to report immediately to the Mamlatdar, Prant Officer and Collector, simultaneously. The Talati has to maintain a register of protected tenancies for each village in his charge. In villages where the record of rights has been introduced, the names and the recognised heirs of protected tenants have to be ascertained and recorded in the register of inheritance cases. In villages where the record of rights is not introduced, the record of the deceased protected tenants and their recognised heirs has to be kept in the form prescribed for the purpose. It is also the duty of the village officers to ascertain and report decreases or increases due to *diluvion* or *alluvion* of land, to the Mamlatdar. If any insects, pests, etc., appear in any village the village officers are required to report forthwith the fact to the Collector. Likewise information has to be immediately given to the Veterinary Surgeon and the Inspector regarding the prevalence of a scheduled disease among animals in the area.

*Patel*

74. The Patel is the most important functionary in the village. He holds his office by a grant from the government. The duties of the Patel are broadly divided into three categories, *viz.*, (1) administrative, (2) revenue and (3) police. The Patel usually belongs to a distinguished family in the village, and this is particularly so when he is a hereditary Patel. He is constantly in touch with the villagers, and is the connecting link between them and government. In a way he represents the people of the village when inspecting officers visit the village. When functions like *Jamabandi Darbar* are held, he presents to the officer concerned the grievances of the villagers. The villagers, therefore, naturally look to him for guidance and help on the various obligations under the administrative machinery of government. He is expected to keep the villagers informed of the various government schemes

which are meant to benefit them, and he warns them against breaches of the provisions of the various laws and rules. The main revenue function of the Patel is to collect land revenue and other government dues. He has to use his influence in obtaining punctual payment of government dues from the villagers, without resort to notices. Both the Patel and the Talati sign the receipts passed for all government dues collected. The Patel keeps the money with him till it is sent by the Talati to the Taluka Treasury.

75. The Patel is required to report at once to the circle inspector the existence or prospect of any distress or failure of crops, fodder or water supply, the prevalence of cattle disease; any unusual migration from or into his village and other matters affecting the people of the village. He has powers to give permission in writing without payment of fees to any potter or maker of bricks or tiles for the purpose of his trade or any person for his domestic or agricultural purpose, to remove earth, stone, *kankar*, sand, *murum* or other material from the bed of the sea or from the beds of creeks, rivers, etc., or from any unassessed waste land within the limits of the village in which he resides.

76. As regards police duties, the Patel is the head of the village police. Subject to the control of the district magistrate he is required to act under the orders of the executive magistrate within whose local jurisdiction his village is situated. He has to keep the executive magistrate informed as to the state of crime and of matters connected with the village police, the health and general condition of the village community. The police Patel is required (1) to give immediate information at the nearest police station or section or to any other officer or person authorised in this behalf of any breach of the provisions of the Prohibition Act which may come to his knowledge ; (2) to take all reasonable measures in his power to prevent the commitment of any such breaches ; (3) to assist the police officer or person authorised in his behalf in carrying out the provisions of the Prohibition Act. He has authority to seize *mahura* flowers or molasses.

77. Summonses issued by nyaya panchayats are to be served by the police Patel if they relate to a criminal case, and by the revenue Patel if they relate to a civil suit before the nyaya panchayat.

*Inferior Village Servants*

78. Since pre-British days the village organisation comprised hereditary as well as non-hereditary inferior village servants

of various categories. These servants perform a variety of duties both for the villagers and for government, and are remunerated in one or the other or a combination of grants of lands on reduced assessment, cash allowance, contribution of the villagers and cash remuneration. In Gujarat, the village servants are generally stipendiary. The different scales prevailing in the Northern Division are as follows:

NORTHERN DIVISION

| *District* | *Scale of Remuneration* |
|---|---|
| Ahmedabad .. .. | Rs 36 in land (*[illegible]*) or Rs 48 in cash for important villages |
| Surat .. .. | Rs 24 in land (*[illegible]*) or Rs 36 in cash in other villages |
| Broach .. .. | Rs 24 in land (*[illegible]*) or Rs 36 in cash |
| Kaira .. .. | Rs 9 to 10 p.m. Ninety per cent of the inferior village servants are paid in cash |
| Panch Mahals .. | Rs 16 in land (*[illegible]*) or Rs 32 in cash |

79. Government have also sanctioned by way of interim relief to the inferior village servants dearness allowance at the uniform rate of 100 per cent of their pay in the case of those who are wholly paid in cash and 66 per cent of the cash remuneration in the case of those partly paid in cash and partly paid in land.

*Duties*

80. The duties of the inferior village servants are basically of an intermittent and occasional character. The class of inferior village servants comprises the *Mahars*, *Dheds*, [illegible], [illegible] and *Mehtris*. They are required (1) to carry government remittances to the Sub-treasury, (2) to call the villagers to the village chora to pay government dues, (3) to carry the village dak to and from the taluka kacheri, (4) to keep watch on government money and office records at the village and on property attached for recovery of government dues, (5) to take government [illegible] to and from the taluka office and to take [illegible] of officers on tour, where there are no [illegible] for these posts, (6) to

accompany village officers and touring officers at the time of crop and boundary mark inspection, and to show roads to officers and other travellers, (7) to take news of births and deaths to the village officers, (8) to carry distraint property to the village chora, (9) to summon persons on whom notices, etc., are to be served, and to assist police Patel in serving summonses issued by magistrates, police, etc., (10) to carry chairs and cross-staff plane table and other instruments of the cadastral surveyor to the field for government work, (11) to accompany the police Patel at the time of night rounds, (12) to announce government orders in the village by beat of drums, (13) to take impounded cattle to the kacheri for auction when necessary, (14) to assist the vaccinator in collecting children for vaccination, (15) to help in the disposal of unclaimed dead bodies,(16)to help police Patel in case of accident, deaths and fires, (17) to keep guard over prisoners in the police Patel's custody and (18) to set up camp offices in the villages.

PART II

# CHAPTER IV

## A CRITICAL EXAMINATION OF THE PROCEDURES AND PRACTICES FOLLOWED IN REVENUE OFFICES

81. We have given in Chapter III the organisation set up and functions of the revenue offices from the district to the village level. Before we examine the actual working of the revenue offices at different levels it is important to refer to the significance of 'procedure' in administration.

## SECTION 1

### PLACE OF PROCEDURE IN AN ADMINISTRATIVE ORGANISATION

82. It is procedure that knits an organisation into a whole and keeps it a going concern. It is procedure that governs the routine internal and external relationships between one individual and another, between one organisational unit and another, between one process and another, between one skill or technique and another, between one function and another, between one place and another, between the organisation and the public. It is by means of procedure that the day to day work of government is done—mail sorted, routed and delivered, enquiries answered, orders issued, investigations made, data collected, accounts audited, budgets prepared.

83. Procedure, properly applied, allows specialisation to be carried to its optimum degree and effects the most efficient division of labour. Procedure not only divides labour, it also fixes responsibility. Procedure is thus a means of achieving regularity, continuity, control and accountability.

*Procedure as 'Plan' of Organisation*

84. From another point of view, procedure may be looked upon as the 'plan' of organisation. [illegible] considerations of [illegible] are [illegible] Analysis and plan [illegible] [illegible]

Organisations are structures of relationships between skills. Procedure brings the structure to life. At times, procedure is turned into a weapon to counter the criticism of outsiders.

85. In the broad view, administrative procedures are conceived and developed in a manner similar to that of administrative policies. This is natural since the two are intimately related. Procedures should exist only to give effect to policies. Procedures have to be changed with the changes in policies. Old procedures cannot meet the requirements of new policies.

86. In its regulatory activities, public administration is governed by legal rules and institutions evolved over a long period of time to guarantee the rights of citizens against unwarranted governmental interference. Perhaps speed and dispatch need more emphasis as against guarantee of rights. Or perhaps under modern conditions rights can be better guaranteed with more speed and dispatch in the conduct of public affairs.

87. It has, however, to be conceded that some administrative procedures fall far short of legitimate aspiration. Such instances usually occur because of some procedure, once satisfactory, is not changed to suit changing conditions due to conservative disinclination to change it.

## CONDUCT OF EXECUTIVE BUSINESS IN COLLECTOR'S OFFICE

(a) Within the Office :

88. The Collector's office is normally divided into several branches. Subjects relating to lands, watan, agriculture, forests and allied matters are dealt with by a branch called the Revenue Branch which is run by an officer called Chitnis in Mamlatdar's grade. Subjects such as Municipality, Local Boards, Village Panchayats, Village Water Supply Works, etc., are dealt with by another branch called the General Branch under another officer (Head Clerk) in the Mamlatdar's grade. There are also other branches, *e.g.*, the Registration under the Registration Clerk, the Treasury under the Treasury Officer. When a large amount of land acquisition has to be done in the district, a Special Land Acquisition Officer of Deputy Collector's grade is appointed.

89. The daily post is required to be opened and dated by the Personal Assistant of Deputy Collector's grade and in his absence by the Head Clerk, who has to submit important references

especially from government, or other high officers, to the Collector for perusal. All letters and D.Os. marked confidential or personal or secret are opened by the Collector himself. The correspondence (except secret and confidential which is dealt with by the Collector personally) is distributed among the clerical staff through the heads of branches. Each clerk enters the papers received by him in his work sheet, takes out the previous correspondence relating to the case under disposal and in all important cases prepares a note stating the facts of the case and submits it for orders through the head of the branch concerned. The latter scrutinises the note and adds, or cuts out, referring to the relevant Rules and Orders, and puts up the papers to the Collector either directly or through the Personal Assistant. Routine matters are disposed of by the Personal Assistant.

90. In obviously simple cases and in those in which some information is to be collected from lower offices, the head of the branch deals with the case himself and puts it up to the Collector after he has collected the requisite information or details. Before finally despatching the papers, a note is required to be made by the clerk in his work sheet, case docket or special register and also in the despatch register kept by the despatch clerk. The work sheet abstract showing the number of correspondences received during the week, those disposed of and the balance at the end of the week, is required to be put up by each clerk to the Collector or Personal Assistant. That would indicate how the cases were dealt with.

91. This procedure of disposal is normally followed in the sub-divisional (Prant) and taluka offices with necessary modifications. In taluka offices the methods of disposal differ substantially in so far as the original enquiries are usually made in that office. This involves the taking of statements from parties with a view to collecting the requisite information or data. The statements recorded by the clerks are verified by the Avalkarkun, who is required to see that the statements cover all the points on which the party concerned is expected to furnish information. With this modification the procedure of dealing with correspondence in taluka offices is more or less the same as in the higher offices.

(b) Outside the Office

92. Official work outside consists in dealing with the masses, people or persons concerned directly. It was never an isolate

the inspection of sites of lands to be disposed of and disposing of complaints and grievances of the public during the concerned officer's visits to a village. Visit to the village is usually paid after previous intimation. The village officers collect the villagers in the village chora or a public place at the time of the officer's visit so as to enable the people to put forward all their requirements, grievances, demands and suggestions. The officer after hearing the people patiently is expected to give necessary orders on the spot if the matter lies within his powers. If, however, it is beyond his powers, he is expected to explain the position to the people and also the course of action he would take. This procedure is required to be followed by all touring officers of the Revenue Department—Collectors, Prant Officers and Mamlatdars.

### RELATIONS WITH THE PEOPLE

93. Contact with the people is maintained :

(*i*) through individual contacts with the local workers,
(*ii*) by receipt of applications and petitions direct from the people,
(*iii*) through bodies like the District Development Board with which non-officials are associated,
(*iv*) through public meetings held on special occasions, *e.g.*, Independence Day, Van Mahotsav, etc.,
(*v*) through personal interviews,
(*vi*) by direct contact while on tour.

The sub-divisional officers and the Mamlatdars also are expected to maintain contact with the people in the same manner as indicated above.

### CLASSIFICATION OF CORRESPONDENCE

94. Division of work in the Collector's, Prant or taluka offices is made among the compilation clerks on the basis of classification of subjects as shown in Schedule (Exhibit 4).

95. There are various registers maintained in the revenue offices. They are special registers (S.R.), periodical returns registers (P.R.), dockets, despatch registers, in which entries are made at all stages.

96. Applications and correspondence from the public or government offices received by post is seen and dated by the head

of office or branch. Till recently it was the practice to distribute the post, including applications, to the clerks concerned according to subjects dealt with by them without making any entry in the inward register. It was therefore difficult to fix responsibility, in case of loss of any file. Recently, the Bombay Government have issued instructions to maintain 'internal delivery book' in which all the papers received by post or by hand delivery are to be entered section-wise and the signature of the clerk concerned to be taken in the internal delivery book in token of his having received the papers. Thereafter the compilation clerk concerned has to enter the application or correspondence in the work-sheet which is a form prescribed by government to enable the head of the office to keep a day-to-day watch over the receipt and disposal of correspondence by each clerk. Some of the applications and correspondence on important subjects are then entered in special register or docket sheet. Each case is given a separate number under that particular subject or compilation. The compilation clerk then deals with the case.

#### TWO SYSTEMS OF CORRESPONDENCE

97. Correspondence is conducted under two systems, *viz.*, (i) Tumar system, under which papers go in original form from office to office, without any copy being maintained in the despatching offices. The whole case thus moves from office to office with a series of endorsements made by different offices, in reply to queries raised by other offices. A note about the movement of the case is kept in the special register or docket sheet or slip, from which the course of its movement from one office to another can be traced.

(ii) The other system is known as the 'letter system' under which the inward letters and office copies of the replies given are kept in the office. A complete record of the case is thus kept in the despatching office.

98. Tumar system is more in vogue in vernacular correspondence between taluka office and village offices, and taluka offices and Prant offices, as also the Collector's office. There are instructions in the Manual of Office Procedure by Mr. G. H. Anderson on page 4 to encourage the Tumar system of correspondence even though the loss of correspondence would entail lot of inconvenience and difficulties. If it is lost, the whole case may have to be prepared again; and that too may be possible only if the entries in docket are properly made. But there are

very few cases in which docket sheets are issued, as the number of cases under each subject far exceeds the prescribed minimum and therefore most of the cases are entered in the special register or only in the work-sheet. No uniform system of inwarding and outwarding the correspondence is followed in different revenue offices.

DOCKET SHEETS

99. According to Anderson's Manual of Office Procedure, slips or docket sheets are to be issued in respect of all correspondence under different subjects which are not entered in the special registers or periodical returns. These docket sheets are maintained in Form (Exhibit 5).

100. The specimen of the docket sheet shows that it serves as a duplicate of the case and one can find out where the case has been sent and what for. The title of the case is written at the top and each subject (compilation) has a separate running number. Each subject is given short abbreviation by unchanging trilateral index letters, *e.g.*, L.N.D. for land, T.A.G. for tagavi, F.O.R. for forest, etc. The small upper portion of the slip containing the title is detachable and is taken out by the record keeper when issuing a new slip and all such detached portions of slips under one subject are kept together in the record room to form an index to facilitate tracing out current and filed cases.

101. The special register is maintained generally in the following form in which all movements of the cases are noted. All cases under one subject come under one common special register and is given a specified number, *e.g.*, special register for the cases of grant of government land would be given as S. R. I. The case would be given a number of that case slip register.

SPECIMEN FORM OF SPECIAL REGISTER

| Sr. No. | Name of the village | Name of the applicant and subject matter | From whom received, No. and Date | To whom sent | Final order and date of disposal and date on which sent to record keeper or any other office for final record |
|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 |

102 The head of the office according to the instructions given in the Breviary of Office Procedure by Anderson which is adopted for all revenue offices in the Bombay State, has to issue an office order in the office order book, detailing the different special registers to be maintained in his office and the form in which such registers are to be maintained It may be noted that only in the Collector's office such an order had been passed But in neither of the two taluka offices, viz, Navsari and Chikhli, such orders were passed and the compilation clerks carried on the work according to their own ideas Entries in many columns of the special registers were not made Balance in the special register was not carried forward in the new special registers of the succeeding year even though the cases had not been finally disposed of Census of the pending cases in the Navsari Mamlatdar's office revealed that the entries made in the special registers were not reliable and there was a large difference between the result of the census taken from the special registers and the census taken by counting the actual cases on hand with different offices The object of maintaining special registers is not served if all entries are not made in them

103 One view is that the maintenance of special registers and docket sheets has deteriorated after the introduction of the work sheet system in the year 1933 Introduction of work sheets has increased the work of inwarding and outwarding entries because entries are required to be made about the movement of the same case in three different registers in the same office, viz (1) in work-sheet, (2) in special register or docket sheet, and (3) in the central register This takes away much time of the compilation clerk with the result that he is unable to attend to the papers in time Consequently, delay is caused in the disposal of cases [illegible] and work is done in a perfunctory way

104 The Bombay Government is considering the question of revision of the present method of inwarding and outwarding of the correspondence with a view to simplify [illegible] the compilation clerks to devote [illegible] to the disposal of the cases rather than to the making of entries in the special registers and docket sheets Whatever [illegible] of correspondence is adopted, it is desirable to [illegible] method in all offices [illegible] in all Government offices [illegible] outwarding and [illegible] in all offices

## CAUSES OF DELAY IN DISPOSAL OF CASES

105. One of the many factors responsible for causing delay in the disposal of cases is the practice of referring the majority of the cases to subordinate offices for furnishing information without specifying precisely the points on which information is required. The Bombay Government in their Revenue Department Circular No. PR-1355 dt. 18-7-55, recognised the truth of this factor and observed: "Heads of Branches do not read endorsements, and give instructions whenever possible on the correspondence as and when received in the *tapal*. Officers who give orders, approve drafts and sign letters, do not study the cases carefully with the result that unnecessary queries are put up by the subordinate staff. Unnecessary, vague or incomplete endorsements are made to the subordinate offices, etc." The circular lays down that the officers named therein should be held responsible in case of superficial disposal. The draft endorsements on the applications or draft of letter or circular issued to the subordinate offices calling for further information are put up by the clerks to the heads of branches, or to the head of the office, for approval. This has almost become a routine. They are signed in a most casual way and hardly properly studied with reference to previous queries, or replies given or received in the past, unless of course final decision is to be taken on that case, or it is to be submitted to government.

106. The stage of passing of final orders on a case is reached after a lapse of a considerably long time—several years in some cases—when the 'case' becomes so bulky that it is difficult to find out, unless several hours are devoted to the study of that case, what is the main request, what are the objections to granting the same and what is permissible under the rules and what opinions or remarks are expressed by different officers. All these factors complicate the matter and render the task of taking decisions all the more difficult, and there is a natural tendency to avoid handling of such cases and this is one of the causes responsible for delays. The overpressed officers of the Revenue Department who have to take decision or express opinion should, instead of merely signing endorsements on such bulky cases, guide the staff concerned to take definite action towards immediate disposal.

## CENSUS OF PENDING PAPERS

107. From the census of the pending papers in the Surat District held in 1955 it appears that there were in all 30,347 pend-

ing cases on 15-9-1955 (Exhibit 6). Of these, 12,593 were pending for more than 6 months as is shown below:

| | |
|---|---|
| 3,519 | over 6 months and less than 12 months |
| 3,445 | between 1 year and 2 years. |
| 1,596 | between 2 years and 3 years |
| 1,311 | between 3 years and 4 years. |
| 771 | between 4 years and 5 years. |
| 1,106 | between 5 years and 10 years |
| 795 | between 10 years and 20 years |
| 29 | above 20 years. |

108. It was for the first time that such an analytical survey of arrears was made. It clearly revealed the position of arrears. A study of these cases would also enable us to find out the causes of delay and suggest remedies. The fact that there are more than 9,000 cases pending for more than one year is hardly any testimony to efficiency, sense of duty and devotion.

109. The Collector, when he found that there were 815 cases pending for over ten years, issued a circular calling for lists of such cases with the reasons for their pendency and asked all offices to take immediate steps to dispose of such cases.

110. The nature of cases remaining undisposed of for over ten years will be seen from the following sample list of the undisposed of cases in the Navsari Taluka.

| Cases | Stage |
|---|---|
| 1. Removal of encroachment from the District Local Board and regularisation of N.A. use in S. No. 210/3 of Jalalpore. | Papers forwarded to Gram Sevak, Jalalpore on 19-3-[illegible] with [illegible] further queries. |
| 2. Regularisation of encroachment at Matwad made by Bai Kashi. | Local report [illegible] to Dy. Collector of Navsari on 19-3-[illegible] |
| 3. Regularisation of non-agricultural use after marginal conditions were relaxed at Matwad | Not disposed of |
| 4. Assessment of Govt. land and levy of non-agricultural assessment under Rule 81 of L.R.R. at [illegible] age | Local report [illegible] to Dy. Collector of Navsari on [illegible] |
| 5. Sanction of Upaj levying recurring fine in respect of encroachment in S. No. 143 of [illegible] | Papers sent to A.O. [illegible] on [illegible] |
| 6. Removal of encroachment in private land at [illegible] lage in S. No. 120. Measurement has been done by the surveyor. As the encroacher [illegible] to remove encroachment, notice under Sec. [illegible] L.R.C. issued [illegible] | Not disposed of |
| 7. Removal of encroachment in private land by [illegible] Vithal. Efforts are made to get the encroachment removed. | Sent to District Inspector of Land Records Surat for [illegible] |

111. As many as 165 over-ten-year-old cases are pending with the district inspector of land records. The Collector requested the Superintendent of Land Records to dispose of these cases and he, in his turn, submitted proposals to government to sanction 5 additional cadastral surveyors to deal with old correction cases and is awaiting sanction and the cases are still lying as they were.

112. Apart from the 815 cases remaining undisposed of for over ten years, there are 12,593 cases remaining undisposed of for over six months and upto ten years. No wonder then that criticism of red-tape, indifference, inefficiency in administrative offices is levelled against government.

113. It will be of interest to compare the cases remaining undisposed of for over six months in the Surat District with those in the former Baroda State where the system of submitting lists of cases remaining undisposed of *with reasons* had been prevailing.

COMPARATIVE STATEMENT OF ARREARS OF CASES

| District | Population | Upto six months | Between 6 and 12 months | Over one year | Total | Remarks |
|---|---|---|---|---|---|---|
| Surat | 18 lakhs | 17,754 | 3,519 | 9,074 | 30,347 | Former Baroda State prescribed under their correspondence rules submission of lists of cases remaining in arrears over 6 months with reasons for each. |
| Baroda State * | 30 lakhs | 20,873 | 745 | 3,081 | 24,899 | |

* This is taken from the annual report of the Revenue Department (1938-39).

114. A further subject-wise analysis of the cases made in Statement (Exhibit 7) shows that boundary, land, city survey, evacuee, land acquisition, revenue, record of rights and watan account for a large number of cases remaining undisposed of for over one year.

115. Similarly an office-wise analysis made in Statement (Exhibit 8) shows that the offices accounting for a large number of arrears are :

(1) Chorasi Taluka
(2) District Inspector of Land Records
(3) Olpad Taluka
(4) Collector, Surat
(5) Mangrol Taluka
(6) Bulsar Taluka
(7) Bardoli Taluka
(8) Navsari Taluka
(9) Bansda Taluka

116. Although a year has passed since the census was taken, no steps to deal with the arrears of cases pending for over six months and upto ten years are taken but steps are being taken only in respect of arrears of cases over ten years.

117. To meet the situation immediately it may be suggested that a special officer should be appointed who will get lists of arrears of cases between six months and ten years prepared and follow up their disposal, camping at different centres, if necessary.

QUARTERLY STATEMENT OF ARREARS

118. In order that such a heavy accumulation of arrears may not recur in future, a *procedure of submission of quarterly* statements of arrears enclosing therewith lists of cases remaining undisposed of for over six months *with reasons* thereof may be introduced as shown in Form (Exhibit 9). Introduction of such a procedure will alert all offices at least once in every quarter when such a statement has to be submitted.

HOW GOVERNMENT REFERENCES ARE HANDLED

*Typical Cases*

119. Statement (Exhibit 10) gives the number of government references pending in the Collector's office with duration of pendency. Some typical cases are cited below to indicate how even government references are delayed abnormally.

(i) *Government Reference G.E.R.D. No. 0 57 5[illegible] dated 10-7-[illegible]*

120. A report was called for from the Collector in this case, on the application of Shri M[illegible] of A[illegible] for the above government endorsement. The first interim report was submitted on 11-9-51 on receipt of reminder from government

dated 4-9-51. A partial report was submitted to government on 7-7-53, *i.e.*, after nearly 22 months, when a reminder was received from government. This reminder of government was not responded to by an interim report till 29-9-53 when another reminder was received from government. A month after this reminder an interim report was submitted to government on 28-10-53.

The report did not go to government till 1-12-1953, *i.e.*, 2¼ years since the receipt of government reference.

(ii) *G.E.R.D. No. C/42492 F. dt. 25-4-53*

121. Under the above endorsement the Collector was asked to submit a report to government. The government reference was endorsed to the Mamlatdar on 29-4-53 for his report. The report of the Mamlatdar was not received upto the end of November 1953. Though a reminder was received from government on 7-11-53, the Collector did not even submit an interim report to government. In this case the Mamlatdar was reminded at an interval of 2 months by the Collector.

(iii) *G.E.R.D. No. 9656/49 dt. 11-2-52*

122. The government called for certain information from the Collector in connection with the utilisation and management of religious and charitable trust funds in merged areas. The information was called for from the Mamlatdars on 11-3-52 but the Collector could not send the information upto the end of December 1953.

(iv) *G.E.R.D. No. 0/74295 dt. 17 8-51*

123. Under the above reference government directed the Collector to submit a report on the application of one Shri Maganlal Gulabhai and others of Lingad in Palsana Mahal. The Collector called for the Mahalkari's report on 21-8-51. The Mahalkari's report was not received in spite of 10 reminders during 2¼ years. No interim report was sent by the Collector.

(v) *G.E.R.D. No. 3237/45 dt. 19-9-47*

124. Detailed instructions were issued by government to carry out vigorous drive for the removal of encroachments. Powers under Sec. 37(2) and Sec. 61 read with Sec. 202 except the power to arrest and imprison, were delegated to the Mamlatdars and Mahalkaris. Progress reports were called for by the Collector

from the Prant officers by a cellular dated 14-10-49 No regular reports were submitted by the Prant officers Moreover the reports received were mostly blank and were not put up either to the P.A or to the Collector and no remarks seem to have been passed on those reports received from the subordinate offices In spite of the government order referred to above the position *of encroachments remaining unremoved is revealed by the following* statement :-

| Sr No | Name of the Municipality | Encroachments | | | | | |
|---|---|---|---|---|---|---|---|
| | | Prior to 1950-51 | 1950-1951 | 1951-1952 | 1952-1953 | 1953-1954 | Total |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
| 1. | Bulsar | 813 (1932-1940) | 3 | — | — | — | 816 |
| 2 | Rander | 590 (1924-1949) | 76 | 10 | 23 | — | 699 |
| 3 | Surat | 4154 (1924-1950) | — | 51 | 76 | 53 | 4334 |
| 4 | Navsari | — | 96 | 77 | 85 | — | 258 |
| 5 | Gandevi | — | 62 | — | — | — | 62 |
| 6 | Billimora | — | — | — | — | 7 | 7 |
| 7 | Kathor | — | — | — | 86 | — | 86 |
| | | 5557 | 237 | 138 | 270 | 60 | 6262 |

UNREMOVED ENCROACHMENTS IN MUNICIPAL AREAS

125. The Surat, Bulsar, Navsari and Rander municipalities have large number of encroachments in their areas Section 152 (2) of Bombay Municipal Boroughs Act (XVIII of 1925) empowers the chief officers of municipalities to remove the encroachments The fact that there are as many as 6,242 encroachments unremoved in the district in spite of government orders and statutory obligations, reflects a lack of sense of responsibility Government have issued strict and deterrent instructions for removal of encroachments on government lands In G. C R. D No 5237/45 dated 11-1-47 the Collectors were requested to see that the Mamlatdars closely supervised the work of circle inspectors and the Talatis in this respect. They were also asked to submit progress reports regarding the work of removal of encroachments

REMOVAL OF ENCROACHMENTS IN VILLAGES

126 The importance attached by Government to the speedy removal of encroachments was stressed in G. C. R. D. No 3237/45 dated 10-9-47 and the Mamlatdars and taluka officers were warned to see that the drive for the removal of encroachments should be vigorous and successful In G R R D

No. 4795/45 dated 2-8-48 the Mamlatdars and Mahalkaris were asked to depute under Section 14 L.R.C. the circle officers by name as well as by virtue of office, to execute the orders passed by them and the Dy. Collector, for removal of encroachments, with a view to achieving quick and effective disposal of the removal work. In G. R. R. D. No. 3237/45 of 29-10-48 the Collectors were asked to direct the village officers and circle inspectors to prepare lists of suspected encroachments in the villages in their charges and to submit them to the Mamlatdars for taking necessary steps for their removal. Under the same G. R. the Collectors were also asked to delegate the powers under Section 37(2) L.R.C. to the Mamlatdars by name as well as by virtue of office and the latter were asked to dispose of cases during their visits to the villages. In order to cut short avoidable delay and speed up the work of removal of encroachments, government in G.R.R.D. No. 8833/49 dated 3-12-51 asked the Collectors to delegate the powers under Section 61 read with Section 202 L. R. C. to the Mamlatdars. However, in the absence of delegation of powers, the object of government for a drive for removal of encroachments could not be achieved.

### TREATMENT OF REPORTS AND RETURNS IN A ROUTINE MANNER

127. How important questions affecting the policy of government are treated in a routine manner even in the Collector's office is illustrated from the fact that reports were called for from the Mamlatdars under Sec. 65 of the Bombay Tenancy and Agricultural Lands Act, 1948 to ascertain whether there were any private fallow lands. Blank reports showing 'nil', in spite of there being thousands of acres of private fallow lands, were accepted and transmitted to higher authorities without scrutiny, from quarter to quarter. When subsequently the information received was subjected to detailed scrutiny in 1954, it was revealed that there were thousands of acres of fallow land in the various talukas.

### INCOMPLETE ORDERS PASSED

128. Another tendency noticeable in higher offices is that even when powers are vested in them and papers are received for orders, instead of self contained comprehensive orders being passed, subordinate offices are required to supplement the orders as indicated by Case L. N. D. 3728. In this case the Dy. Collector, Navsari, granted non-agriculture permission to Messrs. Burmah Shell Oil Storage & Distributing Company of India Ltd., for constructing kiosk, etc., in S. No. 405/1 of Billimora, under his order No. N.A.S. R. 18 dated 17-4-52 although the Collector had reserved the powers under Sec. 65 of L. R. Code with him in respect of the said town

to which standard rates have been applied. The Dy. Collector was not competent to grant permission. The Collector set aside the order and regularised the matter by granting permission.

129. However, in the order passed (1) the Collector simply stated the rate at which the assessment is to be levied. The actual amount is left to be worked out and fixed by the subordinate office. The year from which the non-agricultural assessment is to be levied has also not been mentioned for the guidance of village officers. (2) The condition that sanad should be executed is imposed but the period is not fixed. (3) Binding to remove the structure was not taken.

Similarly, in Case No. L. N. D. 3756 the non-agricultural assessment has not been worked out and fixed having regard to Rule 14 A of Land Revenue Rule. In this case permission has been granted for constructing a residential house and yet the concession in payment of non-agricultural assessment has not been granted as required under G. R. R. D. No. 1969/45 dated 23-6-48.

### WANT OF HUMAN APPROACH IN DEALING WITH MATTERS TOUCHING IGNORANT AND BACKWARD PEOPLE

130. One applicant, Pasla Jina of Khergam Taluka, Chikhli applied on 28-2-51 for non-agricultural permission to put up a brick kiln for his personal use and for sale in his survey No. 106/1, bearing assessment of Rs. 5-6-0. The following is the course of the movement of the application :

| | | |
|---|---|---|
| 7-3-1951 | Application forwarded by Mamlatdar to Village Officer. | For getting stamp affixed and necessary relevant papers. |
| 16-4-1951 | V.O. to Mamlatdar. | With sketch and opinion of village panchayat. |
| 25-4-1951 | Mamlatdar to V.O | Permission for one year granted and called for statement of upaj (assessment to be charged). |
| 3-5-1951 | V.O. to Mamlatdar. | Stating that the applicant had already started work and selling bricks, requests for orders to stop the work and levy fine. |

| | | |
|---|---|---|
| 4-5-1951 | Mamlatdar to V.O. | The correspondence regarding unauthorised use referred to in V.O.'s endt. dated 3-5-51 not traceable in taluka. |
| 12-5-1951 | V.O. to Mamlatdar. | Sent the correspondence referred to in endorsement dated 3-5-51 with Upaj Patrak. |
| 4-6-1951 | Mamlatdar to Circle Inspector. | For verification of Upaj Patrak. |
| 10-6-1951 | C. I. to Mamlatdar. | Returned duly verified. |
| 23-8-1951 | Mamlatdar to Dy. Collector | As the applicant has made unauthorised use, the Mamlatdar forwards the case for imposing fine and sanctioning Upaj Patrak. |
| 29-8-1951 | Dy. Collector to Mamlatdar. | Returns as the Upaj Patrak was not signed by the Mamlatdar and calls for proposals for levy of fine. |
| 31-8-1951 | Mamlatdar to Dy. Collector. | Sends Upaj Patrak proposing a fine of Rs. 25/. |
| 6-9-1951 | Dy. Collector. | Sanctions the Upaj Patrak imposing a fine of Rs. 175/- |

ILLEGAL ORDERS PASSED

131. In this case the Mamlatdar recommended a fine of Rs. 25/-but the Dy. Collector imposed a fine of Rs. 175/. According to Rules the maximum fine leviable is ten times the assessment of the land used. The assessment of the land used, *viz.*, 60 sq. yards at 2 pies per yard, comes to 120 pies *i.e.* ten annas. Ten times of this would be one hundred annas *i.e.* Rs. 6-4-0. Even if fine were to be imposed presuming use of the entire plot of 756 sq. yards including margin, the maximum fine leviable would be Rs. 78-12-0.

132 The real question is : why this illegal levy of fine? Possibly this might have been due to the scattered standing orders and G Rs maintained in the revenue office which is not fully aware of the legal aspect of such important subjects of revenue

If the rules, G Rs , and S Os are consolidated and issued as digests for the ready use of all offices concerned, possibilities of passing such illegal orders can be obviated

SECOND ASPECT OF THE ABOVE CASE

133. The applicant presented his application to the Collector on 31-3-52 representing that he had applied on 28-2-51 and as he was not granted permission soon and as the bricks were ready he got them baked. He explained that he belongs to a backward class community and has a large family of 18 members and has only ten bighas of land ; that, as he was not able to maintain the family, he has started this cottage industry Moreover, it was a scarcity year and he had to repay a *tagavi* loan He requested the Collector to take into consideration all these facts and not to recover the heavy fine of Rs 175 imposed on him

134 The first application submitted by him to the Collector was on 1-11-1951. It was sent to the Dy Collector on 8-11-1951 and he referred it to the Mamlatdar on 10-11-51, who called for the original correspondence from the V O The second application to the Collector submitted on 31-3-52 was forwarded by the Collector to the Dy Collector on the same date for very early disposal Then its further movements were as follows

24-5-1952 The Dy Collector to Mamlatdar For early enquiry and report

28-4-1952 Mamlatdar to V O For report

The application dated 1-11-51 to the Collector was kept with the subsequent correspondence sent to the Mamlatdar

23-11-1951 Mamlatdar to V O For [illegible] the original [illegible] of the applicant

3-2-1952 V.O to Mamlatdar [illegible] the original [illegible]

| | | |
|---|---|---|
| 8-3-1952 | Mamlatdar to V.O. | Directing the V.O. to explain to the applicant if he fails to pay the amount of fine and assessment, steps will be taken under Land Revenue Rules and his property would be attached. |
| 30-3-1952 | V.O. to Mamlatdar | Reports that the applicant says he will pay the fine after he gets a reply from the Collector. |
| 20-4-1952 | Mamlatdar to V.O. | Directing the V.O. to recover the amount within 2 days. |
| 12-6-1952 | V.O. to Mamlatdar | Reporting that the amount of fine and N. A. assessment was recovered and credited. |

2-8-1952 Papers filed under the signature of the Mamlatdar. The fine was unwarranted but still it was recovered.

135. The Collector's office did not care to find out what happened to the two applications presented to the Collector and referred to the subordinate office. This is at a time when the government wants to encourage Cottage Industries and afford possible facilities to all. The kind of callousness noticeable in the offices of the Collector, the Dy. Collector and the Mamlatdar in the handling of this case would hardly be expected to create confidence among the people in the government agencies to whom the work of rural reconstruction is being entrusted.

TYPICAL CASE DEALT WITH IN THE COLLECTOR'S OFFICE

136. The following case indicates the tendency to handle cases in a perfunctory manner without proper care and study. This often results in somehow dismissing the cases without contributing to their genuine disposal. Shri Raichand Nemchand, holding No. 637/1 measuring $\frac{A}{0}$ - $\frac{G\,3}{9\frac{1}{4}}$, special assessment of Rs. 12-5-1, in Jalalpur, in Taluka Navsari, District Surat, started constructing a building. The Mamlatdar served a notice to the said Shri Raichand Nemchand on 30-7-1948, asking him not to proceed

with the construction on the ground that it could not be allowed without leaving a margin of 83'. The party presented an application to the Collector of Surat on 18-7-1949 to withdraw the stay order issued by the Mamlatdar. Correspondence between the Collector, Deputy Collector, Mamlatdar, Circle Officer and Village Officers went on from 30-7-1948 to 21-1-1954, *i.e.*, a period of over five years. The manner in which the case was handled by the said offices is detailed in Statement (Exhibit 11)

137. Obviously, if any of the officers had taken some interest towards the disposal of the case, by visiting the site personally and recording comprehensively the relevant aspects, it would have been possible to finally dispose of the case without this prolonged and fruitless correspondence for five years.

### JAMABANDI

138. The term Jamabandi is a misnomer It means 'fixing the demand.' The term was appropriate when, in old days, the Collector fixed the demand each year and distributed it among Kamavisdars, who in their turn, apportioned it among the Desais responsible for collection and payment of the revenue As the demand for land revenue has now been settled for a period of thirty years usually, and remissions and suspensions of such demand are based on rules of general application, there is no Jamabandi in the old sense of the term Jamabandi now is partly an audit of the last year's accounts, partly an inspection to see that the accounts of the current year are up to-date and partly a test of the working of the village officer Therefore, Jamabandi is but an inspection and audit of the village and taluka accounts

Jamabandi is a test of the accuracy of, and exact correspondence between the village and taluka accounts. If the Talati tallies his accounts with the taluka accounts every month of the year, the Jamabandi would be easy

### INSPECTION

139. The inspection, if thoroughly carried out, will not only improve the efficiency in the office inspected but will enlighten the inspecting officer on the needs and requirements of the villages of the taluka in question. The occasion, when the Collector or Asst Deputy Collector does inspection or Jamabandi of the taluka, should be availed of to visit as many villages of the taluka as possible, to see how the government policy is implemented and to study the needs of the village Contacts can also be established

with the cultivators, agricultural labourers, and artisans in the village so that their problems may be studied and their requirements brought to the notice of higher authorities. Such an approach, if adopted, is likely to inspire among the people faith and confidence in the administration. Such faith and confidence can only grow in an atmosphere where administrators work as servants of the people and not as superior authorities possessing power.

140. There is much to be desired in the present system of inspection and audit prevailing in the Surat District as is evident from the following facts :-

(1) Previous intimation is not given to the people of the taluka when the Collector visits the taluka.

(2) Advance staff goes to the office to be inspected and draws notes of inspection.

(3) The Collector goes there only for a few hours and completes the inspection.

(4) At times, in a day's camp the inspection of two offices—Dy. Collector's and Mamlatdar's—is completed.

(5) Villages in the taluka are not visited at the time of inspection ; nor are people contacted with a view to studying their conditions and problems.

(6) Inspection notes on the inspection of an office conducted from 9-2-53 to 19-2-53 were sent in three different instalments on the following dates—4-3-53, 6-4-53, 7-4-53.

141. Such routine inspections hardly achieve the desired objects, particularly when the turn of a taluka comes only once in four or five years. If a regular programme is drawn up to visit as many villages as possible during the camp in the taluka for inspection and Jamabandi, the people and the administration can come closer ; and at the same time, higher officials can appraise and evaluate the field work of the subordinate officials.

142. The inspection must, therefore, be intelligent and not merely mechanical. As far as possible enquiries and requests of the people should be complied with on the spot and should not be made the subject of unnecessary and prolonged correspondence.

143. The purpose of inspection and investigation should not be limited to finding faults, fixing responsibility, and punishing the wrong-doer; but it should aim at ascertaining causes, improving methods and preventing recurrences. The subsequent action taken should be more corrective than punitive. It should not destroy the morale or inhibit initiative. While neglect and irresponsibility should be sternly dealt with, officers concerned should be encouraged to take legitimate risks, and executive enthusiasm warmly encouraged.

144. Statement (Exhibit 12) shows the details of pending compliances of inspection notes drawn by the Collector, during the years 1949, 1950, 1951, 1952-53 as in December 1953.

The Statement speaks for itself how the compliances linger not merely for months but for years. If no proper steps are taken to ensure prompt compliance, the object of inspection is nullified.

145. Reorientation of the attitude and outlook of the inspecting officers in this important part of their duty is called for. Efficiency can be maintained if inspections are carried out in the intended spirit and with the objects underlying them. Inspections are mainly meant for correcting and avoiding mistakes and for seeing that offices are run efficiently in a business-like manner. It has to be seen that all laws and rules are correctly followed; and government's policies are properly understood and its orders are promptly executed.

146. Collectors are required to inspect the offices of the Dy. Collectors with a view to enquiring into the methods of work of the Dy. Collectors. Inspections are not intended for criticism on trivial matters or details; but they must be thorough and the audits must be immediately disposed of personally on the spot before the inspecting party leaves the office; so that the officer knows the state of affairs, and what the higher authorities expect of the officers-in-charge of the offices inspected.

147. Inspection does not mean merely inspection of records or papers. It must mean a proper scrutiny of how the government functions in the villages. Therefore, it is more important to see how the machinery of the government functions and what are the needs of the villages and how exactly they are attended to. Inspection thus is the soul of administration. It is an education to the staff, it directs and guides; and it goes a long way towards correcting certain undesirable tendencies.

148. Inspections by Prant Officers are similarly intended more for correcting and avoiding mistakes and for seeing that offices are run efficiently. The offices of Dy. Collectors and Mamlatdars are inspected by the Collector and also by the Inspection Division of the Government Secretariat. The typical cases cited in the foregoing pages, though they were noticed by the inspecting authorities, show that no remedies seem to have been suggested.

149. Some inspecting officers rely entirely on the notes prepared by the office staff. In fact the officer must personally be able to lay his finger on the weak points in the working of the office, if inspection is to serve the purpose for which it is prescribed. It is obvious that the personality of the inspecting officer should make itself felt and that he should take pains to go through the records and registers personally, to the extent necessary and possible. He must also form his own opinion about the personal work of the officer whose office is being inspected.

150. The Prant Officer at the time of inspection should have free exchange of views with the officer concerned on important problems of administration or procedural difficulties. The Mamlatdar, the Avalkarkuns, the C.Os. and the circle inspectors and even clerks should be encouraged to have their say in these matters.

151. The technical or clerical aspect of the inspection mainly consists of seeing whether the rules and orders are properly followed. The efficiency and adequacy of this part of the inspection would depend largely on the proficiency of the inspecting staff in these subjects. If the inspecting staff is raw and not well-equipped in this respect the inspection naturally tends to be perfunctory.

152. The administrative aspect of the inspection must be attended to by the inspecting officer himself. There are no hard and fast rules laid down for this purpose, but each officer must use his discretion here. He must satisfy himself that correspondence is conducted on proper lines ; that there is no unnecessary tossing about of correspondence ; that information required for their disposal is asked for in a precise manner and collected in one endorsement, as far as practicable and not piece-meal ; and that the heads of branches of the office properly guide inexperienced clerks. The inspecting officer should also ascertain

whether the head of the office inspected shows initiative in tackling problems before him and manages his charge intelligently and efficiently in all respects and whether he and his subordinates make maximum efforts to give the full benefit of the government machinery to the public and the government measures are fully and faithfully carried out

TOURING

153 Surat District with an area of 4,499 sq miles, has a population of 18,27,842 There are 2,063 villages in the district which is divided into 18 talukas and mahals The Collector is required to tour at least 150 days in a year and visit 20 villages per month paying special attention to villages in the remote parts of his charge Even if he visits 20 villages in a month, as is required, he may be able to visit 160 villages during the touring season of 8 months and thus it will take about 12 to 13 years for the Collector to visit all the villages in the district Normally, a Collector is expected to be kept in a district for not more than three years At the rate of 160 villages in a year he may be able to visit in all about 480 villages There is no knowing whether some of the villages will ever be visited by the Collector at all

154 Under the present conditions, however, touring in villages is highly essential for the following reasons —

(a) To put an end to the tyranny of the village bosses

(b) To see that the Rules and Regulations are properly observed and not misused or abused

(c) To study the needs of the people, specially of the poorer section The villages usually suffer from one disability or the other which can be removed and quickly too, if a responsible officer visits the villages and contacts all sections of the population These visits also bring to light the brighter side of the village life as for instance men who are ready to co-operate and help in the development of local areas They also help to find out local leadership.

DAILY DIARIES

155 Touring must be thorough and not merely formal At present there is no obligation to record in a daily diary important aspects of the tour The touring officer should be required to keep careful notes and write a full daily diary [illegible]

various aspects of the problems in his district. Unless the Collector sets an example, and tries to re-orientate the working of the offices under him, "routine mentality" will continue in all administrative offices. "Eat routine or routine will eat you up" is a maxim which every head of the office should bear in mind.

156. The following narration in a Collector's diary for the month of November 1955 will show the kind of routine that has crept into the work of this responsible head of the district: "In the course of the month I have toured for 15 days with 10 night halts and tent camps for 8 days. In all I visited 20 villages out of which 17 were visited for the first time in the year and 7 were outlying villages. Jamabandi inspection was carried out in the Pardi Taluka and an opportunity was taken to clear up as many entries in the record of rights as possible. Full inspection as prescribed in Government Revenue Department circular Memo. No. R. A. M. 1055 dated 6-9-55 was carried out in 4 villages. In addition to the above routine, inspection was also carried out in 4 villages. In the course of my tour in Dharampur Taluka, I gave hearing to 4 cases in connection with Jagir Abolition Act.

157. "The event of considerable importance to the district in this month was the starting of National Volunteer Force in Navsari Taluka. Similarly an important meeting of the Prohibition Sub-Committee was held to discuss important policy questions with Dr. Jivraj Mehta, Minister for Prohibition.

"Four very important appeals were heard under the Personal Inam Abolition Act. Decisions were given in favour of cultivators.

"In this month National Sports Festival was also held at the district level.

"Presided over the annual general meeting of the Parvatibai Leper Hospital, Surat, and the Managing Committee of S.N.V. Hospital, Surat.

"Hearing was given to the following cases during the month:

Evacuee— 2
Patelai — 6
W.T.N.— 2
L.N.D. — 1

"Certified that the daftar inspection of all the clerks according to the programme fixed has been carried out."

158. The above narration of the whole month's work does not give any idea to the superior authority to whom a copy of the diary is sent, as to the activities on hand in connection with the improvement programmes in villages or as to the observations on how the offices of the various departments in the district co-operate, as also the efforts made in respect of co-ordinating the activities of the several departments concerned with the developmental programme or how the experiment of integration in services in Community Project and National Extension Service Blocks works.

159. Likewise the following remarks passed by the Collector on the diaries of the Dy. Collectors do not indicate any tendency to offer guidance but they are of the nature of routine observations.

*Bulsar Prant :*

1. The number of villages not visited during 5 years in Col. 4 of the appendix is very large
2. Daftar Inspection shown in Col 13 of the appendix is nil. The P O should pay his special attention to this item of work.
3. Chapter cases pending over 3 months are 14. They should be disposed of very early

*Vyara Prant :*

1. As above.
2. The disposal of and pending tenancy appeals are 8 and 34 respectively The disposal should have been more. The pending appeals are also too many They should be disposed of very early now.
3. Six chapter cases pending over 3 months should be cleared as early as possible
4. The L. A. Q (Land Acquisition) Cases pending over 6 months are 21, which are really too many.
5. The compliance of inspection notes of [illegible] should be completed very soon

*[illegible] Prant :*

1. Number of villages not visited during five years in Col. 4(b) [illegible]
2. Nine chapter cases and 15 [illegible] cases pending over 3 months should be disposed of very early

*Surat Prant* :

1. Number of villages not visited during 5 years in Col. 4 (*b*) of the appendix is large.
2. The 19 tenancy appeals pending upto 3 months should be cleared soon.
3. It is stated that the two chapter cases are pending over 3 months as the opponents are absconding. If so, the propriety of continuous chapter cases should be investigated. Fresh cases can be started by the police when they are traced.
4. The Prant officer has mentioned three miscellaneous cases requiring hearing and pending over 3 months. No case should be allow-to remain so long.

160. The above remarks of the Collector on the monthly diaries of the Dy. Collectors do not seem to convey any guidance from a senior officer on the affairs of the district.

### ABOLITION OF THE POSTS OF DIVISIONAL COMMISSIONERS: ADVERSE EFFECTS ON DISTRICT ADMINISTRATION

161. One of the important reasons for the deterioration in the working of the district administration in the revenue department appears to be the abolition of the posts of Divisional Commissioners in the Bombay State. The Administrative Enquiry Committee in their report submitted in 1948 recommended the establishment of a Board of Revenue. The Board was not established but the existing link between the government and district administration was done away altogether by the abolition of the posts of Divisional Commissioners. The result has been further centralisation of functions in the Secretariat and lack of direct contact between the district and the Secretariat. This resulted in insufficient appraisal of administrative difficulties.

162. Apart from exercising uniform supervision and control over the entire revenue administration of the district, the Divisional Commissioners were virtual advisers of government in matters of procedure and practice in the revenue offices. This link is now broken. It is too much to expect the Revenue Department in the Secretariat to be in constant touch with the details of the working in the district offices. One of the reasons advanced at the time of abolition of the posts of Commissioners was that the conditions have changed, as the government now is a government of the people elected through its representatives and it is run by

several Ministers at the head. It is, therefore, always possible for the people to approach the Ministers and to acquaint them with their problems or grievances. The Commissioners had original, appellate and supervisory powers. Even if the original powers are delegated to the Collectors, the appellate and supervisory work would alone justify the revival of these posts. It is due to want of proper supervision, guidance, and timely intimation to the government regarding the rapidly changing aspects of district administration that there is an allround cry against *tumarshahi*—indifference, delays with growing inefficiency. Supervision and linking the Secretariat and the Collector through the agency of Commissioners would go a long way in restoring a certain standard of efficiency.

163. Provision for supervision, at present, exists in the form of a skeleton staff in the Secretariat. The party inspects some of the Collectors', Deputy Collectors' and Mamlatdars' offices every year. It is, however, physically impossible for the Secretariat Inspecting Party headed by the Deputy Secretary to cope up with the work and appraise the local administrative difficulties experienced by the administrative machinery at district, sub-division, taluka, circle, and village levels

The Commissioners can also help in toning up the methods of recruitment of subordinate staff, organise their training, pre-recruitment in service and refresher

NEED FOR CONSULTATION WITH LOCAL OFFICIALS

164. Numerous G. Rs., G.Cs., Rules and Regulations are issued by government and received for execution at the district, subdivisional, taluka and village levels. It appears from the files of G. Rs and G. Cs. that frequently the orders and circulars have to be amplified, clarified, modified, or even superseded within a few months of their passing. This can be prevented if the institution of Commissioners is revived. So far as administrative policy, set-up, and procedure to be adopted are concerned, the Commissioners may be called upon to consult the Collectors and submit proposals indicating the lines of implementation. If the orders of government are issued on the basis of the lines indicated by the Commissioners, few occasions for amplification, clarification, modification or supersession of orders passed, would arise, work in all offices would be reduced and uniformity maintained. Implementation of orders would also be easy

165. The visits of inspecting and supervising officials should provide the local population opportunities for appeals against the decision of local officials, and should provide the officials opportunities for advice and guidance in enforcement and implementation of government policies. Not only the posts of Divisional Commissioners should be revived but their number should also be increased. Not more than five districts should be generally placed in one Division. The present Northern Division, in which there are ten districts including Surat, should have two Divisional Commissioners.

### DIVISIONAL OFFICERS

166. After the formation of the bigger Bilingual State of Bombay the government have thought it necessary to create six posts of Divisional Officers. The government considers that in view of the increased tempo of development activities, land reform measures and other administrative requirements of the State, an officer should be placed in charge of a division to supervise and co-ordinate the various activities in his charge. Similarly, the Bombay Government have provided for the appointment of Additional Collectors and Additional Mamlatdars also.

*Powers, Duties and Functions of Divisional Officers*

167 (1) Subject to the control of the State Government and subject to the general or special orders of the State Government, a Divisional Officer exercises such powers and discharges such duties as the State Government confers or imposes on him.

(2) He has to exercise such powers and perform such functions of the State Government to be exercised or performed under the provisions of the Land Revenue Code or any other law for the time being in force, as the State Government may delegate to him.

(3) He has to inspect offices of any Revenue Officer or such other officer as the State Government may authorise him to inspect by a general or special order.

(4) He is empowered to transfer Mamlatdars and Mahalkaris from a taluka or part of a taluka in the division to another.

(5) He has to exercise such other powers and perform such other duties and functions as the State Government may direct him to exercise or perform.

## ASSISTANT DIVISIONAL OFFICERS

168 The Bombay Government have also appointed two Assistant Divisional Officers to assist the Divisional Officers. They are to exercise such powers and discharge such duties in the division or part of the division under the Land Revenue Code or any other law for the time being in force as the Divisional Officer with the permission of the State Government may direct.

169 So far the following further powers and duties have been conferred on the Divisional Officers:

(1) General inspection of offices of all departments within the Division.
(2) Inspection of Local Bodies on the lines on which they were conducted by the Director of Local Authorities: every year 2 Collectorates, 2 District Local Board Offices, 25% Borough Municipalities, 20% District Municipalities and 1 village in each district.
(3) Co-ordination and supervision of the activities of all divisional heads of departments with particular reference to planning and development.

170 The creation of these posts will certainly help the administration in achieving better results. However, the experiment of entrusting them and the Collectors with the duty and power of inspection of the divisional and district offices may have to be reviewed after some time as there are likely [illegible] of the initiative and enthusiasm of technical Divisional and District Officers being damped and their prestige [illegible]. The Divisional Officers and District Collectors [illegible] the work of all the development departments [illegible] meetings, conferences, committees, District [illegible] manner, but to authorise them to inspect their offices [illegible] results [illegible] expected [illegible].

## FORM FILLING BY COLLECTOR AFTER DAFTAR INSPECTION

171 The Bombay Government in their Revenue Department circular dated 21-5-5[illegible] [illegible]

with greater advantage, be devoted to the study, discussion and solution of local problems in consultation with the non-official workers.

REGISTER OF INTERVIEW MAINTAINED BY COLLECTOR

172. The government have also prescribed the following form of register required to be maintained by the Collector and also his Personal Assistant in respect of interviews given to the visitors :—

| S.No. | Date of interview | Name and address of the person interviewed | Subject matter of complaint grievance requested | Direction given to the office by the interviewing officer for the disposal of the case | Date prescribed if any, by the interviewing officer for the disposal of the case | Date of action taken by the office according to direction in Col. 5. | Date of final disposal of the case |
|---|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6. | 7 | 8 |

Maintaining a register of this kind, when considerable number of visitors interview the Collector almost everyday, appears to be an unnecessary spending of the precious time of the Collector who could devote it with advantage in tackling the important problems pertaining to the administrative, social, cultural and economic problems of his district.

173. The quarterly submission of arrears with lists of cases remaining undisposed of, for over six months and with reasons thereof, will undoubtedly serve the purpose behind the maintenance of such a register by the Collector. Besides, as suggested earlier, important problems dealt with by the Collector when on tour would be covered by the daily diary to be maintained by him.

174. The Collector is the President of 18 committees in his official capacity and Ex-officio President and Chairman of 11 non-official committees listed in Statement (Exhibit 13). The total number of meetings he was required to attend was 64 in the year 1954-55 and 41 in the year 1955-56.

175. In view of his multifarious duties, to ask him to keep an account of his interviews would mean to snatch away time from other work, certainly more important than the one for which the register is intended.

### IMPLEMENTATION OF LAND REFORM MEASURES

176. Several land reform measures as enumerated below are to be administered by the Revenue Department at district, sub-division, taluka and village levels:

(1) The Bombay Land Tenures Abolition (Amendment) Act (Bombay XXXVIII of 1953) stipulates abolition of various kinds of land tenures in the State of Bombay, and that payment of compensation shall be made in transferable bonds carrying interest at 3 per cent and payable during a period of 20 years. The Act also amends the Bombay Maleki Tenure Abolition Act 1949, the Bombay Talukdari Tenure Abolition Act 1949, the Bombay Khoti Abolition Act 1949, the Bombay Paragana and Kulkarni Watans Abolition Act 1950, the Bombay Watwa Vazifdar's Rights Abolition Act 1950, and the Salsette Estates (Land Revenue Exemption Abolition) Act 1951, making it possible for government to assign the functions and powers of the Collector under the Acts to other officers also.

(2) The Bombay Personal Inams Abolition Act (Bombay XLII of 1953) abolished personal Inams in the State of Bombay and provided for payment of compensation for such abolition.

(3) The Bombay Merged Territories (Ankadia Tenure Abolition) Act (Bombay XLIII of 1953) abolishes Ankadia tenure prevailing in the merged territories of the former States of Baroda, Idar, Balasinor, Malpur, Lunawada, Devgadh Baria extinguishes the rights appertaining thereto and provides for compensation and other incidental matters.

(4) The Bombay Service Inams Abolition Act (Bombay LXX of 1953) abolishes service Inams useful to the community in certain parts of the State of Bombay and provides for other incidental and consequential matters.

(5) The Bombay Personal Inams Abolition (Amendment) Act (Bombay IX of 1954) empowers the Collector to assign any of the functions and powers of the Collector under that Act to other officers also. It also provides that payment of compensation under the principal Act shall be made in transferable bonds bearing interest at 3 per cent and redeemable during a period of 20 years by equal annual instalments of principal and interest.

(6) The Bombay Prevention of Fragmentation and Consolidation of Holdings (Amendment) Act (Bombay LXIX of 19[illegible]

permits agriculturists to mortgage or transfer fragments of lands to the State Government or land mortgage bank or any other co-operative society as security for any loan advanced to them by the State Government or such bank or society, as the case may be ; provides that restrictions as regards transfer of fragments shall not apply to transfer of any land for such public purpose as may be specified by the State Government by a notification ; empowers Collectors to recover certain fines as arrears of land revenue and also to evict persons in actual but illegal possession; prohibits sale of fragments under the orders of a court except to the owners of contiguous lands; provides that execution of the civil court decrees and awards under the Bombay Agricultural Debtors Relief Act, 1947, and Bombay Co-operative Societies Act, 1925, shall be stayed when consolidation schemes are proposed to be undertaken in any village ; and provides that if a holding in a consolidation scheme is burdened with a case the consolidation officer shall decide whether the lease should or should not be transferred therefrom.

(7) The Bombay Tenancy and Agricultural Lands Act 1948, as it stands amended under amendment 13 of 1956, provides for the transfer of land to the tiller with effect from 1-4-1957. The administration of this legislation would occupy all revenue offices for considerable time of each day for several years. It is a measure so drastic in effect that disputes will be numerous. The settlement of these disputes would be in addition to the work of acquisition of estates and lands and fixing reasonable price of land. Possibly in years to come this will be the most important work of the Revenue Department. To this we will refer later.

LOAD OF WORK

177. The Collector and the heads of branches feel that the volume of work has increased tremendously. Even excluding the papers entered in the S. Rs. and excluding Land Acquisition, Treasury, Special Recovery Office, the total number of references received according to the Surat Collector's office is 1,64,500. The strength of the clerical establishment is 39 with 8 Avalkarkuns to supervise the units. The load of work on an average comes to about 15 per each clerk, which the staff, according to responsible officers of the Collector's office and the Collector himself, cannot cope with.

UNWIELDY SIZE OF THE DISTRICT

178. On account of the merger of all the eight talukas of the Navsari District of the former Baroda State, and also the

Sachin, Bansda and Dharampur States in the original District of Surat, the size of the district, consisting of 18 talukas and peta mahals, 2,063 villages with a population of 18,23,238 and an area of 4,499 sq. miles has become unwieldy. With the several Land Reform Measures referred to earlier to be enforced and the Community Projects and National Extension Service Blocks coming into operation in all the talukas, conditions would deteriorate still further if proper steps are not immediately taken to reduce the size of the district. Many of the present defects, viz., delays, red-tape, want of effective supervision, inadequate and unplanned touring, want of mass contact, large number of undisposed of arrears, and perfunctory handling of cases as evidenced by the typical cases cited in Exhibit 14, are attributable partly to the abnormal size of the district. The charge of the Collector should therefore be greatly reduced so that he might be within easy reach of the people in the district and that the quantity of work-load might be reduced.

### COLLECTOR

179. The Collector should function as an authority so that he may take decisions in all important matters and he should be within easy reach of the people of his district. But provision for delegation of duties, with appropriate authority, ought also to be made to enable him to devote more of his time and thought to planning, improvement and expansion.

180. As an adviser in the formulation of policy for the district, he is the administrative expert in the district, helping other administrative experts at the headquarters of the State and the Centre. Shri A. D. Gorwala in his lecture on "The Role of the Administrator : Past, Present, and Future" observes : "The scope and complexity of government work has increased considerably in recent years and one who would advise expertly on administrative matters must be prepared to spend time and energy on continuously acquiring new knowledge and refreshing it. What was learnt and taught in the 'twenties and 'thirties may form a sound enough foundation but if advice is to be really useful, it must take into account recent thought and developments. If, as so often happens in the central and some provincial capitals, most evenings and [illegible] are spent in social engagements or family parties, there is little time for that study and reflection which alone bring maturity to advice."

181. In fairness to the Collector it must be admitted that it is not only social engagements and family parties that do not leave time to the Collector for study and reflection but the multifarious duties now cast on him also make it almost impossible for him to spare time for reflection and study.

182. Of late, the tendency has been to overweight the District Revenue Administration with an excess of multifarious duties arising out of the ever increasing number of departments and land reform measures, and of calls for reports and returns upon many topics. The further this process is carried the more is the district officer tied to his desk and consequently the less efficient he is likely to become in the discharge of his primary duty—the administration of his district, which can be properly conducted by him only when he has sufficient freedom and leisure to make himself thoroughly acquainted with all the parts of the area, its people, its problems, and to think patiently about them and their solutions so as to be able to advise government on the necessary measures.

### MR. APPLEBY ON COLLECTOR'S RESPONSIBILITY

183. In this context, it may be instructive to recall Mr. Appleby's comments on the responsibility and accountability of the Collector. He observes : "Overburdening, understaffing and lack of stringent administrative evaluation of performance are generally characteristic of the Collectors' situations.....The Collector is so broadly responsible and overburdened that one of his two primary functions has suffered seriously. One sits in his office only to hear him receive along with streams of citizen-visitors telephone calls from all of the state's ministers who lay their most pressing problems at his door ; he is responsible to everybody for everything.....No one can hold him responsible for anything in particular and few facilities for checking his performance exists."

"I have referred to the confusion of responsibilities laid upon the Collector, and have asserted that he is responsible to everybody and to nobody in particular......One Collector estimated for me the distribution of his time as spent 25% on revenue collection and village problems, 15 to 20 % on police administration, and the remainder on the highly diverse activities that can only be described as 'government in general.' His workday

is long, and the load such as makes a somewhat arbitrary manner essential to its manageability. He is called upon by any state minister or secretary for duty with respect to any kind of governmental matter, but obviously owes no particular amount of time to anyone and cannot be held accountable in terms of any particular activity by any particular superior because he is concurrently responsible to all others. No single programme can be given sustained emphasis, although the matter of special emphasis is the essence of the attainment of special objectives. Such emphasis as is given is a subjective choice of activity determined by his own taste, inclination and judgement, modified by the strength and insistence of particular ministers and secretaries. To be 'responsible to government' at a level of such particularity is not to be responsible to anybody. New programmes that have been pushed most are in general those for which new and somewhat separate field organisations have been set up. Yet for these the degree to which the Collector is involved is not clear either to him or to the field personnel or to the various ministries. All functions suffer from this absence of specialised responsibility in definite lines of accountability.

"Looking at the administrative picture and observing the unclear definitions of responsibilities—the lumping of many aspects of all responsibilities on the Collector's organisation—one might feel that the solution would be a simple redeployment of personnel resources."

"The dimensions and urgency of the development programme, and to some extent its novelty, throw into high relief all of the weaknesses and cumbersomeness of an administrative system designed to serve the relatively simple interests of an occupying power. *What needs to be done [illegible] is to look at what is wrong.*" (Italics ours)

154. The unwieldiness of the Collector's office is the root cause of most of the ills of district administration. The delays, corruption, red tape, inconvenience, expense and distraction to the public. These ills can be removed (1) by reducing the size of the Collector's charge, (2) by the grant of enhanced powers of authority to the Collector and Mamlatdars, (3) by relieving the Collector from routine work, and making him free to attend to improving the economic, social and cultural conditions of the people of his district. This can be done by giving him an assistant of (a)

one District Development Officer who will be responsible for drawing up the District Development Plan, co-ordinating all development departments and reviewing the working of the Community Projects and N. E. S. Blocks with a view to enabling the Collector to work as an efficient captain of the development team for the district, and (b) of a general assistant who will have the revenue, executive and administrative functions. Statutory duties of the Collector as prescribed relate to land revenue and other allied Acts. With new functions and duties devolving on the Collector, in the course of attainment of the objective of a welfare state, it is necessary that there should be a statutory obligation on the part of the Collector to see that all the development departments work efficiently towards the desired goal and co-operate with each other, as desired by government.

185. In the absence of such a statutory obligation the Collector as well as district officers of Development Departments do not perhaps have the desired degree of responsibility in implementing the policy of government. The Collector rests content with merely offering advice, without any adequate obligation to get programmes implemented. Likewise the district officers look to their technical superior, instead of the Collector, for day-to-day implementation of programmes.

### ANNUAL REPORTS

186. The government have prescribed the form for administration report of the Revenue Department to be submitted by the Collectors. The latest report available is for the year 1952-53 published in December 1955. It is almost a dry document collating statistical figures pertaining to (1) rainfall, (2) attacks of and deaths due to epidemics like cholera and small-pox, (3) epidemics among cattle and deaths due to them, (4) amount spent on water supply, (5) land revenue collections—miscellaneous land revenue, remissions, suspensions, (6) *tagavi* advances and arrears, (7) coercive measures, (8) prices, (9) labour wages, (10) grants sanctioned and spent on minor irrigation works.

187. This kind of report hardly serves any useful purpose. The annual report should be an intelligent review of the various activities of his district by the Collector. It should contain the assessment of progress or of drawbacks as he evaluates them. Besides the formal material and statistics presented, there should be intelligent observations on : (1) social and economic conditions, (2) effects of legislation introduced, (3) important developments

that have taken place, (4) results of new measures undertaken, say, Community Projects and N. E. S., (5) growth of panchayats and the interest evinced by them in the allround development of the village and so on.

188. How far the administrative machinery has been able to elicit the confidence of the people and to what extent people's participation in the development programmes has been secured, would also be an interesting feature of the report. Important activities initiated by the officers in charge of particular taluka or subdivision, important studies made by them, trends of events, etc., which provide useful material for future planning, should form part of the report.

189. Interest taken by social workers in the district, and difficulties in the way of enlisting the services of non-official social workers are issues worth investigation and report by the Collector; so that necessary steps can be taken by appropriate quarters. Such reviews will continue to serve the desired purpose only if the higher officer carefully reads them and offers comments or appraises the work.

### QUARTERLY LETTERS TO THE CHIEF MINISTER

190. In order to keep the State Government informed of the progress of implementation of the various measures enacted by government, it seems desirable to introduce a system under which the Collector may write quarterly letters to the Chief Minister incorporating the above topics. That will surely serve a useful purpose in not only assessing the extent to which the measures of the government have helped the common man but also in furnishing necessary material for formulation of future policy.

### INSPECTION BY MINISTERS

191. Another way of obtaining first-hand information about the services rendered by the administration to the rural areas, and to ascertain how far the villagers participate in the government policy and programmes is that, the Ministers should themselves formulate a programme of inspection in the beginning of every official year, say, by camping in at least three talukas in a year, so that 15 Ministers can give the benefit of their camps in 45 talukas every year, i.e., one taluka from every district in the former State of Bombay. A possible objection to this proposal is that it would lead to an encroachment on or interference with the legitimate work of the [illegible]. Conversely,

however, the fact that the Ministers are responsible not only fo
formulating the policies but also for their implementation, i
would be legitimate for them to keep themselves in touch wit
the people and their problems. A Minister in charge of on
department may not be in a position to issue orders on the spo
but he can prepare an inspection note of the taluka dealing wit
problems pertaining to any particular department in the light o
his personal contacts and transmit the necessary extracts of th
note to the Ministry concerned for information and consideratio
This system will go a long way in not only reorientating the ou
look of the administration at all levels but also in making firs
hand knowledge available to the Cabinet.

192. Our feeling is that by this kind of inspections it is po
sible to get a clear idea as to how the machinery of administratio
works. It is in these taluka inspections that the State will com
in close touch with the people and understand their needs an
grievances and will know first-hand whether service rendered t
the people in rural areas is in keeping with the policy of govern
ment.

## SECTION 2

### ORGANISATION AND METHOD SECTION SET-UP IN THE SURAT COLLECTOR'S OFFICE

193. The First Five-Year Plan devotes two special Chapte
for recommending a programme of administrative reform. Th
Planning Commission has emphasised the need for administra
tive and financial reforms in the following words :

"A word may be added about the methods and procedur
of the Central and State Governments in India. Enquiry ha
revealed the cumbersome character of numerous procedur
which continue to be followed. It is necessary to develop th
theme. Greater attention to organisation and methods is neede
both at the centre and in the states. Unless there is a continuou
search for better methods and steady application of the experien
of private enterprise in government offices substantial improve
ment will be difficult. The regular procedure of governmen
both administrative and financial, need to be examined afresh s
that the Plan can be implemented with the minimum of red-ta
and loss of time and energy on the part of those whose respo
sibility it is to produce results."

194. The principal objectives to be achieved in public administration are integrity, efficiency, economy and public co-operation

The creation of an Organisation and Method Division in the Government of India and in the State Secretariats represents an important practical step in the implementation of the programme

195. The Bombay State has not only set up an Organisation and Method Branch in the Secretariat but at district level, Organisation and Method Units have been constituted in the District Collectors' offices also.

196. In this connection, the following steps have been taken in the Surat District :—

1. Organisation and Method Section in the Collector's office has been constituted

It consists of :—

(i) Assistan Secretary, District Development Board as Unit Officer.

(ii) Additional Deputy Chitnis to the Collector as Unit Avalkarkun.

(iii) One clerk.

2. Census of all pending papers was taken

3. Inspection of the daftars of the clerks is being arranged in such a way that the inspection of daftars of all complement clerks is completed within a month by heads of different offices. In the Collector's office different clerks are allotted to the different heads of branches, while in taluka offices the Mamlatdars and Avalkarkuns have divided among themselves the clerks for the purpose of daftar inspection

4. Monthly staff meetings are held at which difficulties in working are discussed with a view to solve them

5. The Organisation and Method Unit of the Collector's office has issued a Circular leaflet on the following subjects for the guidance of all Revenue officers

(i) Indexing of G. Rs. and Circular Files, etc.

(ii) Maintenance of diaries of Talatis.

(iii) Handling of bulky cases—properly arranging papers—paging and lacing them.

(iv) Maintenance of time-table of P. R. As. and P. R. Bs. (Periodical Statements) by all offices—including the C. Is. and Talatis.

(v) Maintenance of Internal Delivery Book and instructions on maintenance of work-sheets.

(vi) Conduct of monthly Talatis' meetings at taluka offices, maintenance of proceedings, review of old cases, reasons why C. Is. or Talatis are delaying disposal, etc.

(vii) Economy in the use of copying papers, typing carbon papers and stationery.

(viii) Defining the duties of supervision by officers of Avalkarkun's grade in the Collector's office and the taluka offices. It appears from the orders issued by the Organisation and Method Divisions of the Secretariat as as well as those passed by the Collector's O. & M. Unit, that correctives in the working of the offices are attempted but the simultaneous steps to tackle the cumbersomeness in the procedures, as indicated by the Planning Commission in the quotation cited in the beginning of this section, seem to be wanting.

STIPULATION OF TIME BY COLLECTOR FOR DISPOSAL OF CASES

197. The people, members of the administrative machinery, Cabinet Ministers, members of the Legislatures and the Prime Minister of India are all complaining against the methods, procedures, regulations, both administrative and financial, which were prescribed years ago, and which fail to satisfy the present needs. In one of the circulars issued by the Collector it has been stipulated that a period of seven days shall be given in 'immediate'-marked cases and fifteen days in 'urgent cases'. Other 'ordinary cases' will be expected to be replied by the offices concerned within a month. As all Legislative Assembly or Council questions are to be replied to government within seven days by the Collector, necessary information will have to be furnished by the subordinate offices within three days from the date of receipt of the reference.

198 In the usual course, all references from the Mamlatdar's office to the Collector's office, if not marked immediate or urgent can, without any default, be transmitted to the Dy Collector within a month, and the Dy Collector's office can take another month before it reaches the Collector's office, and the Collector's office can take a month to refer the case back to the Dy Collector, who in his turn cannot be called a defaulter if the case is sent to the Mamlatdar in a month In this manner, it will take 4 months for the case to come back to the Mamlatdar who, if he refers the case to the Circle Inspector marking it urgent it will come back to him within 15 days, and he will send it to Dy Collector within 15 days who will send it to the Collector within 15 days, and even if the case has assumed urgency the Collector's office might find it necessary to refer the case back a second time, the case will have taken six months to leave the Collector's office without any prospect of final disposal

199 In this way legitimate delays are possible Instead, a 'three-day's rule' should be applied in all offices Each consultation clerk must submit every case received by him within three days to his immediate superior He should be required to obtain permission of his immediate superior for extension of time on reasonable grounds Of course, priority should be given to immediate and urgent cases Even if the work load be assumed at 15 papers a day, and assuming that 10 out of them require case work and two of them are immediate and three urgent, the five cases may be given priority The remaining five, if not completed the same day, may be taken the next day or on the third But there is no reason why a delay of a month should be legitimised

200 The O & M Unit has issued a circular in respect of monthly meetings of Talatis by Mamlatdars It is directed therein as follows —

'Whenever any G R or G C is distributed in Gujarati to the Talatis at the meeting the translation [illegible] of such G R & G C should first be approved by the Mamlatdar and it should be maintained on record [illegible] keeping necessary notes on the relevant S O [illegible]

201 It appears from the [illegible] of [illegible] O [illegible] of the Revenue Department [illegible] 1-4-51 to [illegible] 1-5-52 that 7[illegible] G Rs and G Cs have been [illegible] The average [illegible] comes to 24 and [illegible] to 22 The G[illegible]

requires the respective compilation clerks in the Mamlatdar's office to translate these orders and dictate them to the Talatis at the monthly meetings.

NEED FOR SUPPLY OF TRANSLATED COPIES OF G.RS.

202. The G. Rs. and G. Cs. are in English and the Talatis who have to execute them generally do not know English, as they are recruited from those who have passed the V. F. Examination. In this situation some way has to be found. But the solution effected by the Collector's circular disturbs the entire working of the taluka administration because of the following reasons :

(1) it is beyond the capacity of the clerks to translate the G. Rs. which are not easy to be grasped by the clerks ;

(2) the implications and intentions of government are therefore likely to be missed ;

(3) the Talatis would go by incorrect or wrong interpretation of orders ;

(4) the execution would, therefore, be often illegal or against the intentions of the G.Rs. ;

(5) the compilation clerks will have to devote considerable time in translating the G. Rs. according to their own understanding and may not be able to deal with other papers received by them in proper time with the result that arrears will accumulate.

203. The proper solution appears to be to get the G. Rs. and G.Cs. translated by the Government Translators at State capital and supply printed copies in sufficient number to all concerned, including Talatis.

204. It appears necessary to clarify and explain clearly the object of constituting the O. & M. Units in the district, as there seems to be an impression that the unit has to deal with matters connected with organisation, efficiency and quick disposal (*vide* Collector's circular dated 5-7-55). The circular further states that the main object of setting up the O. & M. Unit is to improve the administration in Revenue offices in the district and to see that the improvement is maintained, and that to secure the object any member of the unit will visit any revenue office in the district, at any moment, as per directions of the Collector.

205 The circulars issued by the Collector seem to imply that unnecessary correspondence, delays, inefficiency and complaints of the people, are all due to the faults of the clerks and the supervising officers. There are no efforts discernible in any quarter to go to the very root of the matter.

206 So far circulars are issued by the Secretariat to the Collector, by the Collector to the Deputy Collector, by the Dy. Collector to Mamlatdar and by the Mamlatdar to the clerks asking for quick submission of papers. In spite of numerous such circulars, why it has not been possible so far to mend matters is a matter for reflection and investigation.

PROCESS OF STANDARDISATION AND MECHANISATION

207 The Collector of Nasik has issued a number of office orders and circulars with considerable thought and has brought his personality to bear on the working of the district administration, copies of which were available in the Surat Collector's office. He has introduced the *process of mechanisation* which is sure to help quick disposal of cases relating to the topics generally dealt with by Revenue offices.

208 The Enquiry Forms listed in Exhibit 15 may be standardised by government after getting them examined by a small Committee consisting of an experienced Collector as Chairman and two Prant Officers (Deputy Collectors) and two Mamlatdars. Printed copies of such forms may be supplied to taluka offices whose duty it will be to send a copy of the relevant form while sending an application for enquiry to subordinate offices.

209 This process of standardisation would save time and labour of subordinate staff and help new entrants in the Revenue Department in promptly [illegible] cases. It would [illegible] quick disposal and remove chances of public complaints.

NEED FOR COMPILING CORRESPONDENCE RULES

210 One of the reasons for the perfunctory handling of cases as indicated in Exhibit 14 is due to lack of proper equipment on the part of clerks. It is therefore necessary to compile correspondence rules and prescribe them for examination of clerks and also make them available in each office.

211. The rules may be broadly on the following lines as was done by the former Baroda State.

(1) Different systems of correspondence to be followed at different levels of offices.

(2) Procedure to be followed while calling for (i) information, (ii) elucidation or (iii) (a) social condition or (b) other local matters in respect of any particular area.

(3) Method to be followed while conducting correspondence with (a) different branches in the same office, (b) different offices of the same departments, (c) different offices of different departments.

(4) Fixing responsibility in the event of loss of correspondence.

(5) Submission of quarterly statements of pending and undisposed of cases in the form to be prescribed with a list of cases pending over six months with reasons.

(6) Daftar Inspection.

(7) Recording number of days taken in the disposal of a case on each case.

(8) How to draft letters and proposals for orders of higher authorities. To enable the order passing authority to come to quick decision and pass complete and comprehensive orders each proposal should contain :

(i) facts of the case,
(ii) brief history of the case, if any,
(iii) issues on which orders are requested,
(iv) opinion of the proposal submitting officer on each issue,
(v) discussion on each issue justifying his opinion with pros and cons,
(vi) conclusion.

212. If correspondence rules on the above lines incorporating scattered G.Rs. on the subject are made available to all offices, it would ensure system, method and thoroughness in the conduct of correspondence in all offices in place of perfunctory and slipshod treatment in handling correspondence according to the light of various compilation clerks.

213 The Nasik Collector has put up a 'suggestion box' in his office, with the object of knowing from subordinates practical difficulties in giving effect to orders, rules, and regulations. These suggestions will enable him to submit proposals advising government, if necessary, to amend Government Resolutions, Rules or even Acts bearing on various subjects. Orders from above remain, more often, unimplemented because of practical difficulties in working.

STAFF SUGGESTION BOX

214 Members of the subordinate staff are generally reluctant to deviate from the old tradition unless they are encouraged to bring to the notice of higher authorities the practical difficulties they encounter in carrying out orders, or following procedures prescribed by G. Rs., G. Cs., Rules and Regulations. If all heads of offices encourage their subordinates as the Nasik Collector to bring forward practical difficulties, solutions could be found to these difficulties.

215 Past tradition was that orders were meant for implicit obedience though fraught with great practical difficulties. If anyone came forward and tried to point out any difficulty, he was picked out as an obstructionist and adverse remarks in his confidential sheet were likely to be recorded, which meant spoiling all future chances of his promotion. The subordinate staff is therefore inclined to play safe and quietly allow orders issued by higher authorities to remain unimplemented. Inspections by higher authorities, from year to year, point out the same defects, huge arrears go on accumulating from year to year, for over five, ten and even twenty years. Therefore, Staff Suggestion Box is a good method to encourage suggestions from the staff and the public.

DISTRICT TREASURY

216. The Collector is also in general charge of the District Treasury, though the immediate executive control is with the Treasury Officer, who is subordinate to the Collector. The [illegible] control [illegible] with the Collector, [illegible] for the proper observance of the prescribed procedure and for the punctual submission of all the returns [illegible] by the Treasury to the government and to the Accountant General. The duty of verifying and certifying the monthly cash balance in the District Treasury and of [illegible]

such balance in such form and after such verification as the Accountant General may require, is with the Collector or an officer authorised by him. The verification is, however, required to be done by the Collector at least once in six months.

217. In the past the District Treasury was considered to be a branch of the Collector's office and the Treasury Officer and his subordinate staff belonged to the Revenue Department and were interchangeable and liable to be transferred to the other Revenue offices. The system had the disadvantage of persons conversant with account matters being transferred to Revenue offices and persons not so conversant with revenue matters being transferred to Revenue offices. However, for the last few years the Treasury has a separate and self-sufficient treasury cadre. All persons including Treasury Officers, Head Accountants, Dy. Accountants and clerks working in the District Treasury are now under the direct control of the Finance Department. The Collector remains responsible for the general working of the District Treasury, though technically all day-to-day work is carried on by the Treasury Officer and his staff. The Treasury Officer is in immediate executive charge of the Treasury and is subordinate to the Collector. The Sub-Treasury Officer and his staff also have heavy accounting work but they are still under the old system of control.

218. The procedure for payment of money into a treasury is extremely cumbersome. In an ordinary case there are several stages to be passed before the money is received. The payer has to go at least to three offices, if he has had the foresight to get the Chalan beforehand; otherwise, he has to go to the Treasury twice. In each office he has to wait and in the bank he has to queue up at two different counters. The Chalan itself passes through 20 steps before it is finally dealt with.

219. Every person wanting to pay money to government has to go to two or three different offices at some distance from each other, wait hours in queues, and at the end of it all, there is no guarantee that his money will be accepted. If there is a rush he may have to waste more than one day for this purpose. The staff is dissatisfied with their working conditions and with the pressure under which they have to work. The mutual exasperation of the public and the staff result in bickerings. Sales-tax, Income-tax and Deposit payers, confront such difficulties and hardships and naturally form an adverse opinion of administration.

220. It is necessary that the present system must be changed, consistent with the safety of the government money and its proper accounting. How exactly this should be done is a matter to be analysed and decided by the Central Finance Ministry, the Commerce and Industry Ministry, the Auditor General, and members of the Parliamentary Accounts and Estimates Committee.

221. Though the desirability of simplifying procedures has been recognised on all sides, perhaps due to preoccupation, the Higher Civil Service Advisers have not so far been able to focus their attention on this important problem. They would surely be able to remove the administrative and financial cumbersomeness felt by government offices as well as by the public. Of course, it is the function of the legislatures, both Central and State, to amend the Acts, Rules and Regulations. This may be possible if necessary steps are taken by the Secretariat Departments.

222. In this context it is worthwhile to recall the following observations of the Prime Minister calling for an overall revision of Civil Service Rules which he thought were completely out of date and had no relation with the present:

"I must confess that with the present rules in vogue, the administrative side is something which is beyond my understanding. It is so complicated that I have not yet understood it.

"At occasions, I have looked into the Civil Service Rules. I was astonished how in spite of impediments these rules put, the government has functioned. I cannot conceive how these rules can be wholly applicable to India of today. The whole background and environment of independence requires new approach to our problems. Unfortunately, we are all bound hand and foot with something which has no place today. We have to get rid of it."

223. The above observations should alert all concerned on the administrative side to devote time and energy to see that the tendency of all organisations to continue in the form in which they are at present rather than adapt to changed conditions [illegible]. If the procedures, both administrative and financial, [illegible] less cumbersome and more streamlined, the personnel and finance [illegible], would be helpful.

### MEASURES TO REDUCE CUMBERSOME PROCEDURES ON ADMINISTRATIVE SIDE

224. As regards the administrative side of cumbersomeness of procedures, it may be suggested that respective departments may be asked to examine the procedures, rules, regulations and standing orders pertaining to their departments and make recommendations to simplify the procedures considered to be wasteful, irksome, undemocratic, and causing delays. If the rules and regulations, prescribed years ago, do not fit in the new requirement, the departments may be asked to suggest amendments so as to enable the Secretariats to prepare comprehensive amending bills.

### FINANCIAL AND ACCOUNT PROCEDURES

225. As regards the Financial, Accounting, Auditing and Budget Procedures, there are general complaints that they are cumbersome causing harassment and delays and resulting in bottlenecks in so far as

(i) they impede rapid functioning of the civil service;

(ii) persons to whom government departments owe money do not get their money claims in time;

(iii) persons wanting to pay money to government (*e.g.* Income-tax and Sales-tax payers) have to waste hours before they are able to pay their dues and obtain receipts;

(iv) pay slips are not issued in time at the time of transfers of government servants with the result that government employees do not get their pay at the new places of their transfer and they have to undergo embarrassment, (*e.g*, several Instructors and Trainees deputed to the Community Project Training Institution could not get their salary for a long time). 1,300 primary school teachers of the former Saurashtra State could not get their pay after the formation of the bigger Bombay State with effect from 1-11-56, for the month of November in spite of representations to higher quarters;

(v) government employees do not get their pension for considerable period after their retirement;

(vi) many government servants going on earned leave have to wait for their pay slips for months to enable them to get their pay;

(vii) amount of compensation is not paid to the claimants for a long time after the declaration of the award,

(viii) co-operative House Building Societies do not get the amount of loans required by them for a long time,

(ix) the village panchayats do not get the amount of government grants until the expiry of more than half the official year and are therefore unable to undertake works useful to the village for a long time,

(x) even when amounts are provided in the Budget after obtaining administrative, technical and financial approval for incurring expenditure the Finance Department's approval has again to be obtained.

REMEDY TO SIMPLIFY FINANCIAL PROCEDURE

226 The remedy that suggests itself to us is that a high power Committee consisting of officers of the Finance, Accounts, Audit and General Departments may be appointed with terms of reference to examine

A The Financial Devolution Rules
B Fundamental Rules
C Treasury Rules
D Civil Service Rules
E Civil Accounts Code
F Budget Rules
G All other Financial Regulations

and propose amendments to simplify the procedures so as to fit in the requirements of a Welfare State

COLLECTOR'S OFFICE RECORDS

227. The following observations are made by the Dy Secretary, Revenue Department who conducted [illegible] from 5 12 53 to 14 12 53 on the maintenance and disposal of records in the Surat Collector's Office, [illegible] the position of the Collector's Records

* A Chart showing list of records deposited on each desk is prepared

* The record keeper does [illegible] a D[illegible] is maintained.

"Ferists are maintained to note records deposited in the Record Room. Separate Ferists are maintained for each office and for each class of papers. Date of Deposit is not noted in the Ferist. Records are sent to the Record Room without proper sorting and classification. Records from some branches are not deposited regularly every year but are sent once in 3 to 4 years.

"In room No. 1 rack No. IX, there are several old records prior to 1916. They are not classified according to A. B. C. D. lists. The nature of papers and years to which they relate are not written and labels are not affixed. Papers due for destruction are not destroyed. Files sent to the Record Room are not properly indexed, D. papers are not weeded out and in many cases paging is not done. The Record Keeper should not have accepted papers unless they were sorted, classified and paged.

"Work of other compilations is also given to the Record Keeper and therefore his own legitimate work of keeping records suffers.

"According to para 57 of the Breviary of Office Procedure, the R. K. has to take census of every compilation once a month. In practice no such census is taken.

"Formerly Ferist was maintained for watching the deposit of records and keeping notes of the records deposited. The Ferist has been in disuse since 1944-45. It is of utmost importance that Records due for deposit should be regularly deposited in the Record Room and this can be done only if the Ferist is properly maintained. Copying work needs to be supervised properly. Copies are not given in time."

228. The most neglected item of work in many offices is the Record Room. The heads of offices do not often pay proper attention to this work, although it is of utmost importance.

STEPS NECESSARY FOR IMPROVEMENT

229. In order to ensure quick disposal and avoidance of delay, relevant past references have to be promptly made available to the compilation clerk. This can be done only if the Record is properly maintained strictly in accordance with the procedure prescribed by government from time to time and edited by Shri F. Anderson in "Breviary of Office Procedure" and "A.B.C.D. lists."

230. To achieve this result there should be a full time Record Keeper for each office having 6 to 7 clerks. The Record Keeper should not be given any other work, as has been done in the Collector's office. The numerous defects pointed out by the Dy. Secretary in his Inspection Note are probably due to diversion of the Record Keeper's attention to other work.

231. Record Keepers are not allowed to continue in the same post for long but are transferred often. The Collector's office had three Record Keepers during five years.

232. The Record Keepers have no special training. If office records are to be properly handled, the Record Keeper should be trained in a training class conducted for a period of 3 months, and only persons duly certified as trained in such a class should be posted as Record Keepers. As a matter of policy no record clerk should be transferred within a period of 8 years. This work is considered to be uncongenial. A special allowance of Rs. 10 p.m. should be given to the person appointed as Record Keeper.

233. Another necessary step is the employment of Record Inspectors for every district, who will not only inspect records of all departments, but will also teach and advise on the introduction of the Indexed Docket Sheet system and see that all record rooms are properly maintained and records arranged, as required in the A B C D. lists.

234. A general defect noticeable in most of the offices is that the Government Resolutions and Circulars are not arranged according to Departments. These are either in the S. O. files or in respective cases with the clerks. The registers of G. Rs. must be up-to-date and arranged chronologically, in order that it can be referred to without any inconvenience. As there have been several G. Rs. and G. Cs. issued in the past and will continue to be issued in future, for facility of reference, digests of important orders should be published every three years. At least five copies should be supplied to every office, as recommended by the Madras District Administration Enquiry Committee.

235. The [illegible] of G. Rs. and G. Cs. are [illegible] for Revenue [illegible] Q[illegible]. When the Revenue [illegible] part of the [illegible], have to rely [illegible] G. Rs. [illegible], it is desirable to place [illegible] experienced [illegible]

to get as many G. Rs. embodied in appropriate rules as possible, so that the subordinate and higher personnel, recruited from time to time, may be able to know the provisions in the rules.

236. In future whatever G. Rs. may be issued should be immediately incorporated in the appropriate rules and correction slips supplied to all offices. Only those orders not considered suitable for incorporation in the rules should be published in the Digest of Orders.

#### LAND ACQUISITION : PROCEDURE REQUIRES SIMPLIFICATION

237. Under the Land Acquisition Act, the Collector is required to give publicity to the notification issued under Section 4 and to hear objections, make enquiries and submit a detailed report to government under Sec. 5 A, to take order for acquisition of the land declared to be needed for public purpose, to take measurements of land so required, to make enquiries into claims for compensation in the prescribed manner and make an award and finally, to tender payment of the compensation. As a rule, land acquisition work is handled by the normal Revenue Department Staff and the Dy. Collector (Prant Officer) is ordinarily the Land Acquisition officer in respect of the area in his charge. In exceptional cases, where land acquisition work in an administrative unit justifies it, the Collector is required to submit proposals asking for special establishment.

238. In the case of large projects, where the Public Works Department or other Departments of government ask for special establishment, the Collector is required to review the position of land acquisition work in the district personally, and decide as to the size of the personnel of the establishment required and the period it should be appointed. The Collector has to specifically bring to the notice of government, by submitting annual reports, the special establishment employed in his district and the scheduled programme of their work and the actual work done.

239. On account of laying out of new roads, widening of old ones and irrigation projects, there is a heavy work of land acquisition in all districts. The Surat District has one special land acquisition Officer of Dy. Collector's cadre and two special Land Acquisition Officers of Mamlatdar's cadre. The respective Prant Officers deal with normal cases in their sub-divisions, special project land acquisition cases being dealt with by the special Land Acquisition Officer.

240. There is a general complaint that owners of land do not get the amount of compensation for two, three or even more years, after handing over the possession of their lands; and that land revenue assessment is recovered even after handing over the possession.

241. Two factors are responsible for the Land Acquisition Proceedings taking an abnormally long time.

(1) Reservation of powers which can be delegated to local officers, even when the amount of compensation does not exceed Rs. 5,000 in individual cases,

(2) Cumbersomeness in the existing procedures as prescribed under the Land Acquisition Manual.

242. When proposals are received for acquisition of land, they are forwarded to the Mamlatdar with a copy endorsed to Prant Officer. Then preliminary inquiry under para 50 of the Land Acquisition Manual is made and a draft notification under section 4 is submitted to Prant Officer. The Collector forwards the draft notification to government for publication in the Government Gazette. After notification is published, proceedings under section 5 A and joint measurement of land proposed to be acquired are made. This takes about three months. Notification under section 6 is submitted and published in the Gazette. Notifications under sections 4 and 6 under urgency clause are issued. Then, inquiry under section 9 is conducted and the Award is prepared and sent to the Collector or the Director of Local Authorities or government, as the case may be, for approval. After approval, the award is passed on to the Prant Officer for declaration and payment of compensation. According to these different stages the minimum time required for receiving compensation would be 12 months. But it is rather an exception than a rule that award in a case is declared and compensation paid within a year. Awards have not yet been declared in respect of proposals started in the year 1951. Cases pending on the issue of the Notification under Sec. 4 are 29. Cases pending on account of joint measurement are 77. Of these, 4 are of 1950, 18 are of 1951 and 22 are of 1952. Cases of hearing objections under Sec. 5A are 10. Cases pending on issue of Notification under Sec. 6 are 63. Of these, 9 are pending since 1950, 24 are pending since 1951 and 21 are pending since 1952 and others of 1953.

243. Some of the 1950-51 and 1951-52 cases are submitted to government for notification and some are pending because there is discrepancy in the joint measurements. Cases pending on hearing under Sec. 9 are 35. Of these, 4 are pending since 1951, 8 since 1952 and one is of 1953.

244. Cases pending for declaration of award are 37. Of these, 26 are pending for approval of the draft award by the Chief Secretary to Government, some of which are of 1949, some of 1950 and some of 1951.

There are six cases pending for want of budget provision. Among these one is of 1948 (Revenue Department), one of D. L. B. (1949) and two are of 1950.

245. The Bombay Government under their G. R. No. LAQ 2555-G dated 10-1-1956 have modified certain procedure without involving the amendment of the Act. They are also considering the question of undertaking legislation to amend the Land Acquisition Act 1894 for achieving speed, consistent with efficiency. If the procedure cannot be shortened or cut down, without amending the Act, there should be no hesitation to advise government to amend the Act, instead of allowing the cumbersome procedure to continue.

STEPS TO ENSURE PROMPT DECLARATION OF AWARDS

246. The following steps would enable the securing of declaration of awards without unnecessary loss of time :—

(1) Land Acquisition Rules should be amended so as to empower the Dy. Collector (Prant Officer) to notify acquisition of lands in individual cases, when the land to be acquired is for a public purpose, and when the proposal is initiated by any department of government.

(2) In other cases, after government have passed administrative orders to acquire land for private purposes, the rest of the proceedings should be dealt with by Dy. Collector.

(3) The Dy. Collector should be empowered to hear and decide objections, which may be received under Sec. 5A, against acquisition of land from interested persons, in respect of land required for public purposes ; and in respect of private purposes, the objections should be sent to government for orders.

(4) In respect of 2 above, one appeal to the next higher authority, viz. the Collector against the decision of the Prant officer may be allowed.

(5) After decision under 5A is made final, according to which it is decided to acquire the land, the Dy. Collector should have powers to issue a final notification under Sec. 6, instead of the government as at present.

(6) Land Acquisition Officers should be authorised to declare awards, without the necessary approval of higher authorities in respect of awards below Rs. 5,000. In respect of awards between Rs. 5,000 and 10,000, approval of the Collector should be obtained and in respect of awards between Rs. 10,000 and 20,000 approval of the Director of Local Authorities should be obtained and for amounts exceeding Rs. 20,000 approval of the government should be obtained.

The amount of compensation fixed should be paid within two months of the approval of the award.

## SECTION 3

### SUB DIVISIONAL-ASSISTANT-DY. COLLECTOR

247. Next to the Collector in the general district organisation, comes the Sub Divisional Officer who is known as Assistant Collector, Dy. Collector or Prant Officer in the Bombay State. The structure of his office, his main duties and functions are described in Chapter III. He is chiefly concerned with the Revenue Administration of his subdivision, maintenance of Law and Order, prevention of nuisance and other allied matters under the Criminal Procedure Code and Administration of the Village Police. Besides supervising the work of the village officers and the staff of the taluka offices, he is responsible for the proper [illegible] and execution of [illegible] also special [illegible], e.g., Census, Elections, Famine Relief, etc.

248. His staff consists of one [illegible]. When there is any National Extension Service Block or Project in his sub-division [illegible] temporary [illegible] Project or N.E.S. Blocks.

249. By virtue of Section 10 of the Land Revenue Code, all powers of the Collector under L.R.C. are exercised by the Prant Officer, except those reserved by the Collector.

250. The following principal categories of Revenue Officers are manned by Assistant or Deputy Collectors.

1. Personal Assistant to the Collector.
2. Prant Officer.
3. Huzur Deputy Collector.
4. Land Acquisition Officer.

### RECRUITMENT

251. Recruitment to the posts of Prant Officers is made partly from the I. A. S. and partly from Mamlatdars. Formerly direct recruitment of Deputy Collectors was made to fill in some of these posts. The Bombay Government have, however, now decided that ordinarily there should be no direct recruitment of Deputy Collectors ; but instead, there should be direct recruitment of probationary Mamlatdars through the Public Service Commission. Officers so recruited are on probation for two years during which time they are trained in their duties and, if found fit, are confirmed thereafter and promoted as Deputy Collectors according to their seniority. Fifty per cent of the posts of Deputy Collectors are reserved for promotion of directly recruited Mamlatdars. The remaining 50 per cent are filled up by promotion from the Subordinate Revenue Services.

252. All Prant Officers (including Asstt. Collectors, Deputy Collectors promoted from Mamlatdars) are required to undergo training in Survey Settlement, Agriculture, Engineering, Backward Class Welfare and Community Projects.

### WORKING OF THE DEPUTY COLLECTOR'S OFFICE

253. Before taking up the examination of the working of the Deputy Collector's Office it may be of interest to know how often the incumbent of this office is changing during the last, say, 4 years. The following officers held the post of the Prant Officer of this sub-division for the periods shown against their names :

(1) Shri S. K. Gangopadhya, I.A.S. 11-1-51 to 10-3-52.
(2) Shri H.K.L. Kapur, I.A.S. .. 15-3-52 to 23-4-53.
(3) Shri M. G. Parmar .. 26-4-53 to 17-10-54.
(4) Shri K. M. Mulla .. 17-10-54 to 26-2-55.
(5) Shri M. G. Parmar .. 26-2-55 to date.

254. Thus, four officers have worked as Prant Officer during the course of four years. This frequency of transfers, in spite of the government's declared policy to the contrary, requires to be checked, if continuity in progress of the work in the area is to be maintained.

255. The staff of the Prant Officer consists of one Shirastedar (100-140) and 4 clerks (40-130). The office maintains:

(1) Internal Delivery Book (in personal custody of the Shirastedar)
(2) Work sheets to be maintained by each clerk.
(3) Weekly Abstracts to be drawn up by each clerk.
(4) Special Registers to be maintained by each clerk.
(5) Control Registers for registering government references to be maintained by the Shirastedar.

256. However, in actual working, the number of inwards shown in the Internal Delivery Book, often differs from that shown in the Work Sheets in respect of many clerks. The figures shown in their Work Sheets and Weekly Abstracts also differ in respect of many dates. This shows that these records are not maintained properly and proper check is not exercised by the supervisory authority. As no reminders are issued regularly in respect of live entries in the Special Registers, cases are allowed to drift and consequently delays are caused. The proper course would be to issue reminders every week after a case is [illegible] [illegible]

PENDING PAPERS IN THE DEPUTY COLLECTOR'S OFFICE

257. From the census of papers taken on [illegible] the position of [illegible] cases in the Deputy Collector's office is indicated by the following statement:—

PENDING PAPERS

| [illegible] | [illegible] | [illegible] | [illegible] | [illegible] |
|---|---|---|---|---|
| [illegible] | [illegible] | [illegible] | [illegible] | [illegible] |

| [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | Total |
|---|---|---|---|---|---|
| [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] |

It is thus clear that there are as many as 1,566 cases remaining undisposed of for over six months.

258. The Deputy Collector exercises all powers of the Collector under the Land Revenue Code. He is mainly responsible for the efficient working of the taluka offices under him and for prompt realisation of land revenue, removal of encroachments, proper maintenance of records of rights, administration of Tenancy Legislation and also for bringing the needs of the rural population to the notice of higher authorities.

259. The Deputy Collectors are required to carry out vigorous drive for the removal of encroachments. Progress reports from them are called for by the Collector but no regular reports were submitted by the Navsari Prant Officer and whenever sent, they were blank reports in spite of the fact that there were as many as 327 encroachments pending in the Navsari, Gandevi and Billimora Municipalities in his sub-division. Encroachment cases take inordinately long time because Mamlatdars have no power to finally dispose of unauthorised 'non-agricultural use' cases but they have to submit them to the Deputy Collector for orders. The Mamlatdars are vested with powers to dispose of encroachment cases under L.R.C. and to impose fines in addition to assessment only so far as Government land is concerned. The power of granting permission for non-agricultural use of government or private land is also vested in the Mamlatdar, so far as class II villages are concerned. But every case of non-agricultural unauthorised assessment has to be submitted to the Prant Officer, as the Mamlatdar has no power to impose fine in N.A. unauthorised cases.

260. In a case where the owner of a survey number made use of the land for the purpose of brick manufacture and storage for sale, the Mamlatdar imposed a fine of Rs. 50/-. But the Prant Officer quashed the order on the ground that the Mamlatdar had no powers to impose fine and regularise N.A. permission. The Mamlatdar passed illegal order due to ignorance of law. This kind of ignorance on the part of compilation clerk as well as the Mamlatdar reflects lack of thorough knowledge and carefulness in an important aspect of administration of land. The Deputy Collector grants permission in N.A. cases without fixing the annual rent. The Mamlatdar then submits a form and obtains sanction for N.A. assessment. It should be possible for the Deputy Collector to pass comprehensive orders when he is the competent

authority to do so, instead of obtaining calculations from the Mamlatdar. It would avoid considerable unnecessary correspondence.

261. A scrutiny of the Special Register shows that it does not fulfil all the requirements. Applications for N.A. permission are to be disposed of within a period of 3 months as statutorily required. As dates of receipts of applications, acknowledgements and disposals are not entered in the register, it is not possible to ascertain whether a case was disposed of within the prescribed time. This also shows want of proper supervision.

ADMINISTRATION OF BOMBAY TENANCY AND AGRICULTURAL LANDS ACT

262. There is no particular data to know as to how exactly the Tenancy Act is implemented and whether the provisions of the Act are satisfied in each individual case. There has been no case under Section 84 (summary eviction of a person unauthorisedly occupying or wrongly in possession of any land) of the Act. Likewise, there has also been no case under Section 65 (enabling assumption of management of lands which remained uncultivated) of the Act; nor is there any information in the Prant office whether there is any scope for taking action in this respect in any of the villages. In short, no special attention appears to have been given to this part of the work.

263. Before we take up for examination typical tenancy cases decided in appeal by the Deputy Collector, it would be useful to give an idea of the number of suits under the Tenancy Act, instituted by the tenants and the landlords in the Navsari sub-division.

*1953-54*

*Suits pending from the previous year*

| | | | |
|---|---|---|---|
| (a) Instituted by tenants | (i) | granted | 4 |
| | (ii) | rejected | 6 |
| | (iii) | not decided | 1 |
| (b) Instituted by landlords | (i) | granted | [illegible] |
| | (ii) | rejected | 152 |
| | (iii) | not decided | 25 |

*Suits instituted during the year*

| | | | |
|---|---|---|---|
| (a) By tenants | (i) | granted | 21 |
| | (ii) | rejected | 22 |
| | (iii) | no. decided | 18 |
| (b) By landlords | (i) | granted | 375 |
| | (ii) | rejected | 311 |
| | (iii) | not decided | 204 |

It appears from the above figures that the landlords instituted more cases than the tenants for fear of losing their lands to the tenants permanently.

TENANCY APPEALS

| Taluka | Transferred by Collector to the Dy. Collector | New Receipts | Disposed | Pending |
|---|---|---|---|---|
| Navsari .. .. | 12 | 5 | 10—3 | 4 |
| Mahuva .. .. | 48 | 33 | 31—42 | 3—5 |
| Gandevi .. .. | 9 | 5 | 7—2 | 5 |
| Bansda .. .. | 13 | 1 | 13— - | 1 |

SOME TYPICAL TENANCY CASES

264. In this case the tenant applied on 14-12-50 for fixation of rent in respect of S. No. 186 of Endhal. The application was subscribed and verified by the Mahalkari, Gandevi, on 18-12-50. Again a statement was recorded on 6-1-1951 and on that day, the defendant–landlord represented that as he had filed a separate application for possession of the land, the question of fixing the rent may be postponed. The matter was adjourned to 5-3-1951, on which day the applicant's statement was recorded. On 12-3-51 the applicant produced the statement of rental values of land in the area and further stated that he had no witnesses to produce. On that day the defendant said that he was not willing to the reasonable rent being fixed in cash under Section 12 and that he wanted the crop-share and further, that he will produce his witnesses on the next date of hearing. On 20-3-51, as the applicant was not present, the application was dismissed.

265. Against the order of dismissal of the application, the applicant-tenant preferred an appeal to the Collector who transferred it to the Assistant Collector. The Assistant Collector re-

jected the application saying that the remedy in such a case was to make a fresh application to the Mahalkari and not to go in for appeal.

266. The following observations emerge with regard to the orders of the Mahalkari as well as the Assistant Collector:

(1) The applicant tenant had already finished his side of the case on 12-3-51 and on 20-3-51 it was the defendant who really had to produce his evidence. The Mahalkari should have proceeded with the case instead of dismissing the application.

(2) The Mahalkari ought to have considered the fact that the plaintiff had regularly attended on each of the previous days of hearing.

(3) The Prant Officer's order does not seem to be proper in view of the above facts. He should have directed the Mahalkari to decide the case, in the light of the evidence recorded therein, instead of asking the applicant to make a fresh application as provided under Section 16 of the Mamlatdar Courts Act.

(4) This manner of handling of cases exposes the government to criticism and creates disaffection among the people.

267. Another typical case worth citation is the tenancy appeal No. 109/51 in the Court of the Deputy Collector, Navsari.

In this case an applicant filed a suit in the Court of Mahalkari, Ga[illegible] on 10-1-51 for [illegible] and that his tenant had failed to pay the rent in respect of it. The application was [illegible] and verified on 10-1-1951. The case was then kept for hearing on 20-1-1951, but nothing was done on that day. On 2-2-51 the case was adjourned as summons were not served. On 12-2-51 the case was again adjourned as the Court was [illegible]. On 5-3-51 the statements of the parties were recorded. The [illegible] applied for adjournment on 2-4-51 and later on 14-4-51. On 27-4-51, the opponent applied for [illegible]. On 7-5-51, the Court was on casual leave. On 18-5-51, the Court was [illegible]. On 25-5-51 also the Court was [illegible]. Again on 12-6-51 the Court was [illegible]. On 28-6-51 the applicant applied for [illegible]. On 7-7-51, the [illegible]. On 10-7-51, the applicant applied to the Mahalkari [illegible] that he appeared before the Court on 7-7-51 but he was [illegible] by [illegible]

hour on account of irregularity of transport service. When he inquired about the case, the clerk told him that his case was dismissed and the Mahalkari had left on tour.

The applicant then approached the Assistant Collector but the latter rejected the application stating that he did not see any provision of law under which the applicant can claim relief for restoration of the suit on file.

268. In the first instance it was unreasonable on the part of the Mahalkari to reject the application on the ground of absence, when on more than a dozen occasions of previous hearings, the applicant's attendance was punctual and the matter was hurried up on 7-7-51 perhaps because the Mahalkari wanted to go on tour. Even after rejecting the application the applicant had shown sufficient reasons for restoring the application on file. It is unfortunate to note that the Assistant Collector did not give any relief to one whose grievance was genuine. On the contrary, the Assistant Collector asked him to point out the authority under which he claimed restoration of application on file.

269. Section 16 of the Mamlatdar's Court Act lays down the procedure to be followed, in the case the plaintiff is absent and prescribes the circumstances in which the application should be restored on file. It will be seen from this typical case how people are harassed, how many times they have to go to the courts, and also how their time and money are wasted.

270. If the officers continue to behave like rulers instead of as servants, it will be difficult for them to win the confidence of the people and to induce them to participate in any development activities, specially those sponsored by the Taluka and Sub-Divisional officers as Block and Project Officers.

#### LACK OF INTEREST IN WORK EVIDENT IN WORKING

271. The Bombay Government approved the 'Intensive Cultivation Scheme' for the rice producing areas of Bombay State for the period ending 31-3-1952. According to the scheme which had been approved by the Government of India, they had sanctioned a loan of Rs. 70 lakhs, out of which an amount of Rs. 5 lakhs had been placed at the disposal of the Collector of Surat for advancing loans to the cultivators. The Deputy Collector advanced a loan of only Rs. 6,150 to 16 persons in his division, when he could have advanced upto Rs. 1,25,000 falling to the share of his

sub-division. Obviously, it is due to lack of interest on the part of the officer in carrying out the policy of government that only 16 persons took advantage of the scheme. If the Dy. Collector had taken active interest and had been alive to his responsibility, he could have carried out propaganda about the scheme and thus popularised it. Had he taken keen interest, the taluka and village officers also would have been compelled to take interest in carrying out the policy and intention of government.

HANDLING OF THE PROBLEM OF HOUSE SITES

272. The same kind of lack of initiative is discernible in providing house sites to the Halpatis (Agricultural Labourers) in particular and other villagers in general, as is evident from the handling of the following cases:—

1. 37 Halpatis of village Kuched, Taluka Navsari, applied on 15.6.52, to the Deputy Collector, Navsari, requesting for sites for building huts. They stated that their temporary huts being situated in lands of private owners, they were at the mercy of the owners, and were constantly harassed and threatened to be evicted from the private land. The Prant Officer forwarded the application to the Mamlatdar on 21-7-52 to investigate the matter referred to in the application and to submit a report with relevant papers within 10 days. The Mamlatdar forwarded the application with the Prant Officer's endorsement to the Circle Inspector on 20-8-52 for compliance. The Circle Inspector reported on 14.9.52 that the site for huts applied for by the Halpatis was survey No. 229 measuring 1 acre and 12 gunthas, was [illegible], and was reserved for cattle [illegible] and further that the land was uneven and there was considerable water [illegible] and therefore unsuitable for building huts, and that there was no other government land available for being given to Halpatis, and that they were not willing to [illegible] for private land. He therefore requested that the application be filed. The Mamlatdar [illegible] the papers to Prant Officer, stating that the Halpatis [illegible] a statement that the [illegible] [illegible] [illegible] [illegible] [illegible] papers. Accordingly, the Prant Officer [illegible] that, according to the [illegible] by the Circle Inspector [illegible] file the application [illegible] been filed.

[illegible]

273. [illegible] Halpatis [illegible] The government are [illegible] [illegible]

backward class people but to other people also, wherever there is congestion. The land wanted by the Halpatis is considered unsuitable for house sites, but one fails to understand why the applicants stated before the Circle Inspector that they were not desirous of having land of private ownership. The application has been filed because the applicants requested the authorities to file it. The Mamlatdar and the Prant Officer have taken no initiative to make building-sites available to 37 Halpatis, when the government are anxious to provide shelter to all those desiring and have been therefore issuing directives to the District Officers to provide for amounts to pay compensation for acquiring land for the purpose.

274. A number of cases handled in a routine manner without showing any sense of responsibility or understanding are found in the Prant Officer's and Mamlatdar's offices. It is hardly necessary to recount all of them. For our purpose it will suffice to illustrate our observation by pointing out a couple of typical cases.

275. 25 Halpatis of village Chapra, Taluka Navsari, applied to the Assistant Collector on 26-11-1951 for house sites for building huts, as they were harassed by the owners of the land where their huts are now situated. They requested government to make available waste land for the purpose. On 28-2-1952, the Asst. Collector forwarded the application to Mamlatdar, for inquiring about the request and for submitting the relevant papers with his opinion within 10 days. The Mamlatdar forwarded the application on 29-2-52, for compliance within 8 days to the Circle Officer, who reported on 12-7-52 that though the applicants were requested several times to present themselves at the site they were not available because many of them had gone to work. Only 5 or 6 of them came to the site which was measured and approximately the area was found to be 60′ x 75′. The area was a passage leading to the fields. If the required margin from the road to the site is kept there would hardly remain sufficient land for building huts. They, therefore, stated in their statement recorded by the Circle Officer that, when other Halpatis would return they would be consulted and some other site would be suggested. The Mamlatdar reported on 17-7-52 to the Prant Officer that the Halpatis had not decided which other site they should suggest and therefore desired that the question may be kept pending, and requested for orders as deemed fit. The Prant Officer informed the Halpatis on 22-8-52, in reply to their application dated 26-11-51, that as the land suggested by them was not suitable due to marginal

condition and as they were not decided as to which other site they should suggest, their application was filed. They were at the same time informed to submit fresh application after they came to a decision about another site.

276. Here also are evident lack of initiative and unintelligent handling of a problem so vital to the well being of backward people, which of course the government are anxious to promote. It is not understood why the Halpatis are required to take the initiative of selecting site for building their huts. When it is a fact that there is no site that can be offered to them from government land, some suitable area has to be selected for extension of the existing *gamthan* (village site). It is, therefore, up to the Prant Officer and the Mamlatdar to take further steps in the matter in consultation with the Health Department and acquire land for the purpose.

### RECLAMATION OF SALT MARSH LAND

277. There are thousands of acres of salt marsh land in the Surat District and liberal conditions have been provided for the reclamation of salt marsh land.

Rule 40 of the Land Revenue Rules provides for the grant of salt marsh lands for reclamation under the following maximum terms with such modifications in particular cases as may be deemed fit:—

(a) No rent shall be charged for first ten years.

(b) Rent at the rate of four annas per acre shall be levied for the next 20 years on the whole area leased, whether reclaimed or not.

(c) After the expiry of 30 years the lease shall be continued subject to [illegible] of reclaimed lands at the rate at which they would be assessed to land revenue.

(d) Any portion of land used for public roads shall be exempt from the payment of rent.

278. H[illegible] Revenue [illegible]

O[illegible] Khar[illegible] Talukas [illegible] the Prant Officer Navsari [illegible]

that to the west of his Survey No. 199 $\overset{A\;\;G}{(2-3)}$ there was salt-marsh land measuring $\overset{A\;\;G}{19-13}$ out of which he may be given one acre for reclamation within a year or two. The application was referred to the Mamlatdar on 1-10-52 for submission of required papers and opinion. He sent it on 4-10-52 to the Circle Inspector with instructions to return it with the relevant papers within a week. The Circle Inspector submitted the relevant papers on 24-10-52 and stated that there was no objection to give $\overset{A\;\;G}{0-20}$ land from S. No. 293 for reclamation. The Mamlatdar submitted the papers on 13-3-53 to the Prant Officer recommending to give $\overset{A\;\;G}{0-20}$ of marsh land for reclamation, the land being adjoining the applicant's field and the village people had no objection.

279. The Prant Officer returned the papers to the Mamlatdar on 18-3-53 for inquiry whether the applicant was willing to pay occupancy price. The Mamlatdar referred the papers to the village officials for upset price of the land and the applicant's statement. The Talati reported on 3-4-53 that while giving salt-marsh land for reclamation no occupancy price was required to be recovered and the applicant was unwilling to pay occupancy price as per his statement. The Mamlatdar submitted the papers to the Prant Officer for orders. The Prant Officer returned the papers to Mamlatdar with orders to inform the applicant that as he was unwilling to pay occupancy price his request was rejected.

280. When the need for food production is so great and when government had made liberal provisions in the rules so as to step up food production, the only observation that could be made in regard to this case is that officers of the Revenue Department fail to recognise the need for change in their revenue 'mentality and outlook'.

281. We shall conclude this part of the chapter with one more illustration. One applicant from village Kanera presented an application to the Prant Officer on 7-10-52 requesting permission for building a farm house, so that he will be able to supervise his land and agricultural operations. The Prant Officer referred the application to the Mamlatdar for disposal on 9-10-52. The Mamlatdar referred the application to the village officers calling for copies of record of rights on 14-10-52. The Talati complied with it on 25-10-52 and reported that as the applicant wanted to build a farm house no permission was necessary. The Mamlatdar asked the village officers to inform the applicant

accordingly [illegible] instructed the village officers to ask the applicant to keep a margin of 10' while building.

282 The following observations [illegible] from this case:

(1) The Prant Officer was not conversant with the law that no permission to build a farm house was necessary.

(2) When no permission was necessary, it was an unwarranted direction on the part of Mamlatdar to [illegible] the condition of margin.

The problem of administration is essentially human and unless it is approached with sympathy, [illegible] and understanding the desired results would be hardly achieved.

## NEED FOR STRENGTHENING THE PRANT OFFICE

283 The sub-divisional offices have usually 4 or 5 clerks and a Shirastedar. This staff [illegible] Jambandi [illegible] of three or four talukas. Over and above the work relating to Land Revenue Code and Rules under which all powers except those reserved by the Collector, are delegated to the Dy. Collectors, tenancy appeals, election of Village Panchayats, [illegible] sub-divisional Magistrate [illegible] cases have to be dealt with in the office. [illegible] inwarding, outwarding and record, [illegible] clerk can attend to typing, library, dead stock, and stationery, [illegible] land revenue, [illegible] Such a distribution would keep all clerks [illegible] fully occupied with the work [illegible] There is [illegible] at least [illegible] work [illegible]

[illegible]

[illegible]

(ii) The Mamlatdars should be required to send their diaries with the statement duly filled in to the Dy./Asst. Collectors, who will sanction the diaries and transmit the statement to the Collector. The Dy./Asst. Collectors will send their diaries with the statement to the Collectors.

(iii) At the end of each half year, *i.e*, on the 1st of April and 1st of October, the Collector should prepare a summary from the statements of the preceding six months and review the work of Mamlatdars, and Dy./Asst. Collectors in his district ; the reviews should be sent to the Divisional Officer (Com.).

(iv) The review should be in two parts under the following heads :

*First part :*

(*a*) Touring and inspection,
(*b*) Office work,
(*c*) Implementation of Land Reforms,
(*d*) Development activities,
(*e*) Miscellaneous.

This part of the review may be based on the performance as seen from the statements of work (*taktas*) accompanying the monthly diaries and kept for review in the Collector's office.

*Second part :*

The second part of the review should be confidential and should be prepared by the Collector himself written in his own handwriting and sent under his seal to the Divisional Officer (Com.) who will keep it in his confidential book. This part of the review will be limited to the following heads :

(*a*) punishment or disapprobation conveyed during the period ;

(*b*) any confidential enquiries made against the officer during the period and the Collector's findings thereon ;

(*c*) reputation of the officer ; any adverse comments in this regard to be based on definite facts;

(*d*) tact and judgement ;

(e) [illegible] far [illegible] of [illegible] the [illegible] [illegible] their [illegible]

(f) nature of [illegible]—whether [illegible]

B[illegible] part of the [illegible] [illegible] of the [illegible] [illegible]

These reviews will considerably help the [illegible] of [illegible] of [illegible] the three cadres [illegible] concerned with the [illegible] administration. This [illegible] will serve a better purpose than that served by the present system of writing confidential reports which [illegible] usually not supported by a definite data [illegible] are open to the criticism that at times they are written under [illegible] prejudices, likes and dislikes.

The scheme of reviews recommended here [illegible] not [illegible] for summing up a person [illegible] the [illegible] of comparative abilities.

## SECTION 4

### TALUKA ADMINISTRATION

284. The next [illegible] unit above the village is the taluka. The taluka office is presided over by the Mamlatdar. The Mamlatdar is responsible for carrying out the [illegible] administration [illegible] the taluka [illegible] Government. He is [illegible] by the State G[illegible] [illegible] the [illegible] of a Gazetted Officer. The [illegible] Mamlatdar has always been [illegible] [illegible] [illegible] [illegible]

285. O[illegible] the two taluka [illegible] [illegible] [illegible] and [illegible]

[illegible] the [illegible] data [illegible] the [illegible] Taluka

1 [illegible] 21

[illegible] 181 [illegible]

| II. | No. of villages — | of old Navsari Taluka (Ex-Baroda State) | | of old Jalalpur Taluka | Total |
|---|---|---|---|---|---|
| | | 61 | + | 80 | 141 |

The system of Revenue Administration in the former Baroda State was almost similar to that of the Bombay State except that there was some difference in forms.

| III. | Population — | Rural | Urban | Total |
|---|---|---|---|---|
| | | 1,52,553 | 45,991 | 1,98,344 |

Population of Backward classes and its percentage to total.

43,926 — 22·1%

IV. No. of village panchayats 94

| V. | Land Revenue fixed | — | fluctuations | Total |
|---|---|---|---|---|
| | Rs. 4,97,174 | | 21,368 | 5,18,542 |

VI. No. of Sazas (Talatis) — 45

VII. Maximum No. of villages in a Saza — 5

Minimum No. of villages in a Saza — 1

VIII. Maximum Land Revenue of a Saza including miscellaneous sorts of revenue : Rs. 20,000.

IX. Staff including Officer, Avalkarkuns, Clerks, and Talatis.

| | |
|---|---|
| Mamlatdar | 1 |
| Avalkarkuns | 2 |
| Clerks | 12 |
| Talatis | 54 |

X. Distribution of work in the Mamlatdar's office is shown in Schedule Exhibit 4.

NATIONAL EXTENSION SERVICE STAFF

286. As Navsari Taluka is a National Extension Service Block since 1-10-1954, the following staff is sanctioned for the work:

- 2 Avalkarkuns
- 2 Clerks
- 14 Village Level Workers
- 1 Agricultural Extension Officer
- 1 Asst. Agricultural Ex. Officer
- 1 Co-operative Supervisor
- 2 Social Education Organisers (one man, one woman)
- 1 Dy. Engineer
- 2 Overseers

287. Statement Exhibit 16 shows the officers who worked as Mamlatdars in the two talukas from October 1950 to 1956, from which it will be seen that during the course of six years 7 Mamlatdars worked in the Navsari Taluka while 5 worked in the Chikhli Taluka.

FREQUENT TRANSFERS

288. It is generally recognised that efficiency [illegible] continuity of work. [illegible] Dy. Collector, Mamlatdar and Aval Karkun [illegible]

[illegible]

[illegible]

ward registering and despatch. Cases and references received in the Navsari Mamlatdar's Office on each compilation from 1950-51 to 1954-55 is given below.

NUMBER OF CASES—VOLUME OF WORK

| Name of compilation | 1950-51 | 1951-52 | 1952-53 | 1953-54 | 1954-55 |
|---|---|---|---|---|---|
| LND. Land .. .. | 8602 | 10139 | 10629 | 5247 | 11244 |
| WTN. Watan .. .. | 4169 | 1565 | 6250 | .. | 4710 |
| MAG. Magisterial .. | 1662 | 3715 | 2562 | 4247 | 5400 |
| TAG. Tagavi .. .. | 5130 | 2378 | 3805 | 2184 | 1404 |
| BND. Boundary Marks .. | 1878 | 4853 | 1427 | 4682 | 5290 |
| EVC. Evacuee .. .. | ... | .. | 1406 | 9609 | 7293 |
| DDB. District Development Board .. .. | .. | .. | .. | 2086 | 7490 |
| REV. Revenue ... .. | 8181 | 8600 | 6250 | 5240 | 6910 |
| TNC. Tenancy .. .. | 3040 | .. | 3227 | 2162 | 5020 |
| EST. Establishment . | 912 | 2717 | 2982 | 3857 | 2940 |
| RK. Record .. .. | 1014 | 844 | 2022 | .. | 1838 |
| LAQ. Land Acquisition .. | .. | 960 | 1301 | .. | . |
| Total . | 35696 | 35771 | 41832 | 39314 | 59647 |

Five Years total .. 2,12,260

One year average .. $\frac{2,12,260}{5} = 42,452$

Taking 270 working days, average per day works out at—

$$\frac{42,452}{270} = 157$$

Therefore average per clerk will be $\frac{157}{10} = 15 \cdot 7$ excluding one inward and one dispatch clerk.

On the whole the charge of the taluka seems unmanageable. The taluka requires to be split up into two.

290. Before taking up different topics for examination general information and background pertaining to the Chikhli Taluka may be briefly traced.

*General Information*

1. Area in Sq. miles 219

   Area in Acres 141879

2. No. of villages—85, including 29 merged from the former Dharampur State.

3. (a) Population 1,18,223
   (b) of which backward classes—82,200
   (c) Backward Class percentage to total—70%

4. No. of village panchayats 39

5. Land Revenue—Fixed Rs 329139

   Miscellaneous 16623

   Local Fund 52470

   398442

6. No. of Sazas (Talatis) 27

7. Maximum No. of villages in a Saza 5

   Minimum " 1

8. Maximum Land Revenue in a Saza Rs 18,000

9. Staff including Circle Officers, Avalkarkuns, Clerks, Talatis.

| | |
|---|---|
| Mamlatdar | 1 |
| Treasury Avalkarkun | 1 |
| Clerks | 5 |
| Circle Officer | 1 |
| Circle Inspector | 1 |
| Talatis | 27 |

291. Work in the Mamlatdar's office is distributed compilationwise in the same manner as in the Navsari Taluka, as shown in Schedule Exhibit 4.

### ARREARS AS REVEALED IN THE CENSUS OF PAPERS

292. The following figures show the position of the arrears in the two talukas as revealed by the Census taken on 15-9-1955 :

| | Between 6 months to 12 months | Between 1 year to 5 years | Between 5 to 20 years | Total |
|---|---|---|---|---|
| Navsari Mamlatdar's Office | 226 | 251 | 29 | 506 |
| Chikhli Mamlatdar's Office | 221 | 241 | 30 | 492 |

### INTERNAL DELIVERY BOOK

293. Applications and correspondence received from the public and from government offices received by post are seen and dated by the Mamlatdar, if he is at the taluka headquarters, and in his absence, by the Treasury Avalkarkun. It was a practice till recently to distribute the post, including applications received from the public or other offices, straightway to the clerks according to subjects dealt with by them, without making any entry in any register. It was, therefore, difficult to fix responsibility in case of loss of any file. The Bombay Government have now issued instructions to maintain an "Internal Delivery Book" in which all the papers received by post or by hand delivery are to be entered section-wise, and the signature of the clerk concerned is to be taken in token of his having received the papers. Thereafter, the clerk is required to enter the application or correspondence in the Work Sheet, which is a form prescribed by government to enable the head of the office to keep day-to-day watch over the receipt and disposal of correspondence by each clerk. Some of the applications or correspondence on important subjects are then entered in the Special Register. Each case is given a separate number under that particular subject or compilation.

### CONTROL REGISTER

294. This is required to be maintained in order to watch and ensure the timely receipt of report from the subordinate offices, to whom the correspondence is sent for enquiries and reports ; and also to see which of the subordinate staff is habitually dilatory, so that necessary action might be taken against such subordinates.

## CONTINGENT REGISTER OF RECEIPTS

295. This register remains in the custody of the [illegible] Avalkarkun and is intended to check [illegible] Government reference is kept pending.

## SPECIAL REGISTERS

296. These are to be maintained by the [illegible] the subjects entered in them. No entries [illegible] are required to be made here [illegible] of papers. Entries regarding correspondence [illegible] to be rounded off.

The Mamlatdar and the Treasury Avalkarkun are required to inspect the Special Registers every month and to give [illegible] instructions to the clerks for their proper maintenance [illegible].

## REVENUE COLLECTIONS INCLUDING INCOME TAX AND SALES TAX [illegible]

297. The Mamlatdar is personally [illegible] recovery of Government Revenue consisting of (1) Land Revenue, (2) Entertainment tax, (3) [illegible] Besides this, he has to recover Income tax and Sales tax. [illegible] of Co-operative Societies which are ordered to be recovered as arrears of land revenue.

298. [illegible] the Collector's Office [illegible] certificates for recovery of income-tax [illegible] income tax [illegible] Sales tax [illegible] to recover the [illegible] Revenue Department. Special Recovery Officer [illegible] income-tax [illegible] Office [illegible] for recovery of [illegible] The Income-tax and Sales-tax officers [illegible] [illegible] and the Sales-tax [illegible] The [illegible] [illegible] Tax Officer [illegible] and [illegible] orders.

## WORKING WITH REFERENCE TO SOME IMPORTANT TOPICS

### 1. *Non-Agricultural Permission*

299. In Revenue Offices, cases seeking permission to utilise for non-agricultural purpose and alteration of N. A. Assessment under Section 48 of the Land Revenue Code form a large part of correspondence work. Section 65 of the Land Revenue Code requires the occupant of agricultural land to obtain prior permission of the Collector for building a house, a factory, or putting up such structures or making such non-agricultural use of land, even for a temporary period, such as making a coal or chunam kiln etc., or a temporary shop in a village or town in agricultural land. The granting of lands or building sites and the granting of permission to use agricultural lands for non-agricultural purposes, is governed by Rules 43B and 50 to 52 so far as the cities and towns of Surat, Bulsar and Rander in the Surat District are concerned. In the case of unoccupied land permitted to be used for non-agricultural purposes, a rent or altered assessment as the case may be, of 2 pies per sq. yard per annum or such higher rate as the Collector may fix for any particular site with the previous approval of government is to be charged under Rule 51(1) in these forms.

300. N. A. Assessment in the towns of Surat, Bulsar and Rander is at present being levied on the basis of 5% of half the full market value of the lands, in pursuance of Government orders contained in G. R. R. D. No. 3048/28 dt. 9-8-1929 and erratum R. D. No. 3048/28 dt. 22-3-31. The rate of N.A. Assessment was based on the recommendation of the Asst. Consulting Surveyor to the Government of Bombay made in 1944 showing the rate of N.A. Assessment that works out at 5% on current and full market value of lands.

301. According to A. O. No XXXV A, the Collector has to select areas which are likely to develop and where special regulation of building activities is required. The Collector has to maintain maps in his office showing the boundaries of such areas. The villages in the Surat District were classified under Rule 81 under Commissioner's Notification No. LND-1623 dt. 4-8-31 read with corrigendum No. LND-623 dt. 13-2-52.

302. Under Rule 81(3) a rate of N. A. Assessment higher than the maximum fixed for Class I villages can be levied in cases where the land is either situated in exceptionally favourable posi-

tion or where it is used temporarily for N.A. purposes or where the purpose for which it is used is of a special nature. The whole rate to be fixed is subject to a maximum of 50 per cent of the estimated annual rental value of the land, when put to N.A. use in question.

303. At present standard rates under Rule 82 are applicable to the following villages in the District:

| | | |
|---|---|---|
| Taluka | Bardoli | 1 Bardoli |
| | | 2 Madhi |
| ,, | Gandevi | 3 Amalsad |
| | | 4 Sati P[illegible] |
| ,, | Navsari | 5 Vijalpor |
| ,, | Olpad | 6 Sayan |
| ,, | Bulsar | 7 Tithal |
| ,, | Pardi | 8 Orwad |
| | | 9 Re[illegible] |
| | | 10 Vapi |

The old rates were revised in 1941 and were due for revision again in 1951.

304. Though ordinarily the prescribed standard rates of N.A. Assessment are leviable in the areas brought within the purview of Rule 82, Rule 82 IV provides for the levy of even a higher rate of N.A. Assessment in exceptional cases where such levy is proposed. Such permission is given by the Collector subject to certain conditions which may be imposed by the Collector in the exercise of his powers. The Collector of Surat has framed Rules under his order No. LND-3854 dt. 11-8-1954 as suggested in Government Resolution, Revenue Department No. BDH [illegible] dt. 31-7-54. The occupant applying for permission is required to [illegible] these rules in all villages. According to these rules, which apply to even less important villages of Class II, the occupant is required to leave round the perimeter of his plot, 10 ft. open space, in addition to leaving not less than 15 ft. [illegible] 25 ft. [illegible] [illegible]

congested and the survey made in the Navsari Taluka before the National Extension Service scheme was introduced, revealed that many villages were in need of extension of village sites. It is the policy of government to encourage people to go out of congested village sites in the interest of sanitation and hygiene. Imposition of such conditions as referred to above works as an impediment to the growth and expansion of village sites, because persons seeking permission to build houses are required to pay N.A. Assessment at enhanced rate for the whole plot, *i.e.*, even on that portion which is required to be kept open compulsorily. The rate is reduced to 5/8th in respect of the area used for residential purposes, yet it does not appear to be proper to charge any higher rent, particularly because when the villages were first established the government gave village sites free of any rent.

305. The requirement of leaving a margin of 10 ft. round the area to be built upon is another impediment to put up a residential hut or house at a minimum cost. For that would be possible only if there is a common wall between two houses.

306. There are several factors on which the market value of land depends, the most important being the demand for house sites. Even in interior villages in which there are no industrial or trade centres, the market value of land is likely to be considerably high, if there is congestion in village sites. Therefore, even the middle class and the poorer sections are obliged to pay higher prices for land for residential buildings. Since N. A. Assessment is fixed with reference to the value of the land, they have to pay higher rate of N.A. Assessment, even though the houses or huts are not erected for profit but for meeting their primary residential need. Village sites originally assigned do not attract any N. A. Assessment, even when they are used for industrial purposes or for buildings given on rent. On the other hand, persons building residential houses outside the village site (*gamthan*), where plots are purchased at a high price just for the primary need of building a house for their families to live in, are compelled to pay a rate higher than the ordinary rates. Such a policy of charging a heavy rate of N. A. Assessment for bonafide residential use, discourages building of houses and compels the people to reside in congested localities.

307. The procedure detailed above for N.A. Permission and Assessment is so cumbersome that it is beyond the comprehension of those who are vitally concerned with it. Though it is statu-

totally prescribed that applications for N.A. Permission should be disposed of within three months it was found from the several files examined in the Navsari and Chikhli Talukas, that adherence to this time limit was rather an exception than a rule. The provisions and requirements are so complicated that the applicants for such permission have to take a leap in the dark not knowing what actually their liability would be. On the one hand the government are anxious to induce the people to get out of congested areas in villages and towns and on the other such complicated rules and cumbersome procedure dissuade people from building houses.

### MEASURES FOR IMPROVEMENT

308. It is estimated that in the Mamlatdar or Deputy Collector's office about 20 per cent of the volume of work pertains to N.A. Assessment. The present revenue on account of N. A. Assessment, which does not exceed even one lakh of rupees in the whole district, would continue to be received even by simplifying the Rules and the Procedure. This can be done by fixing five times the assessment in case of N.A. Permission for residential construction and twenty five times the assessment for N.A. Permission for industrial purposes. This kind of simple provision in the Land Revenue Code and Rules will:

(i) remove the cumbersomeness in the existing procedure;

(ii) ensure prompt disposal of applications for permission for N.A. use and Assessment;

(iii) allow the applicants to know before they apply for permission as to what their liability would be;

(iv) relieve the Mamlatdar, Dy. Collector and Collector from pressure of work and the time thus saved could be devoted towards other welfare activities.

## 2. *Village Sites and Housing Problems*

309. It is the policy of Government to provide house sites to landless persons in rural areas from Government waste lands or by acquiring lands of private owners. It has also been decided to grant [illegible] as mentioned in various Government Resolutions issued from time to time.

310. It appears from the perusal of the following cases that the object of government is not being realised.

1. Case No. LND/1-202
Name of village: Parthan, Taluka Navsari.
Name of applicant: Shri Bhikha Natha and others.

Three Rabaris (shepherds) of the above village applied on 4-7-1953, for three plots of land each measuring 120′ x 54′ out of S. No. 216/1, which was formerly assigned as Intwada (Brickkiln) and later on shown as government waste land. At first the Mamlatdar did not recommend the grant of land in October 1953, because according to him the applicants did not belong to the backward class people. When there are no government orders debarring persons other than backward class people from getting house sites, it was unfortunate that the Mamlatdar did not recommend the grant of the house site to the applicants. When the Prant Officer, however, pointed out government orders according to which the applicants were entitled to get the lands, the Mamlatdar recommended the grant of land to all the three applicants on 7-1-1954. But the Prant Officer, who is empowered to pass orders in the matter, raised several queries and returned the papers to the Mamlatdar thrice, asking further information about marginal conditions. Ultimately, on 23-12-54, the Prant Officer ordered that the papers should be filed and the applicants should be informed that as the plan submitted by them did not confirm to the conditions stipulated in schedule C to the Collector's order No. LND/3104 dt. 11-8-54, the request cannot be entertained. The applicants were informed orally by the Talati and the papers were filed.

311. In this case Survey No. 216/1 out of which it was proposed to give house sites to applicants measures 1 acre and 36 gunthas and each of the applicants wanted not more than 2 gunthas of land. The sketch was prepared by the Circle Inspector, and the applicants had hardly any say in regard to what area was to be kept open and how much was to be used for building. The papers do not show that the applicants did not agree to abide by the conditions stipulated in schedule C, attached to the Collector's Circular referred to above. The applicants, who are backward and illiterate, in the absence of proper guidance, failed to get the land required for their shelter. The village people had agreed, the village panchayat had no objection to the grant of land, and the land was not required for any public purpose. In spite of

thus for want of human approach and sympathetic understanding on the part of the administration the legitimate request of the poor backward people was not entertained.

CONDITIONS IMPOSED BY COLLECTOR—UNSUITABLE FOR VILLAGES

312. It also appears that some of the conditions reproduced below and referred to in schedule C of the Collector's Circular, are rather harsh and difficult to be fulfilled in small villages like the one under reference.

*Condition No. 1* — A ten ft. margin should be kept round the perimeter of the plot. It may be difficult for holders of small plots to be able to observe this condition.

*Condition No. 2* — That the area to be built over in the plot for which non-agricultural permission is granted shall not be more than 1/2 of the total area of the plot.

*Comment* — Such a requirement of keeping half the area open in villages and particularly when the improvements are to be built at their own cost works as a sort of deterrent in inducing the people to go out of congested village sites.

313. 2 Halpatis (agricultural labourers) of Man[illegible] Taluka Navsari applied on 22-3-47 to Mamlatdar for grant of land [illegible] S. No. [illegible]. The Mamlatdar reported on 16-12-48 that S. No. [illegible] [illegible] for a cattle stand [illegible] S. No. 551 [illegible] [illegible] The [illegible] 551. The [illegible] by the Mamlatdar on 28-2-[illegible] [illegible] [illegible] The [illegible] the Collector [illegible] [illegible] [illegible] O[illegible] [illegible] the Collector [illegible]

3. *Providing House Sites for Harijans*

314. Some 30 Harijans of village Kasbapar, Taluka Navsari applied on 3-8-50, requesting for building sites, as the area in which their huts are located at present was close to the bank of the river Purna and was usually inundated by floods every monsoon.

315. This fact was verified by the Circle Inspector and the Mamlatdar ; but ultimately the papers were filed on 21-12-51 on the ground that the applicants did not take steps to form a Co-operative Housing Society and get it registered. The Mamlatdar did not recommend the request of the applicants on the ground that the applicants did not form a Society and did not start collection of funds to deposit the amount required to meet the cost of acquisition in spite of the fact that the applicants agreed to pay the cost in instalments after the land was acquired. Action for acquisition of private land should have been taken, if it was considered inadvisable to grant house sites out of S. No. 7/2, which is government land, under para (2) of the Land Acquisition Manual which provides for acquisition of land at Government cost in cases of the type under reference.

316. The examination of these cases shows that, there is no clear understanding, far less appreciation of this important problem on the part of local revenue officers. Nor has any Inspecting authority considered it necessary to draw the attention of the local Revenue Officers to it and guide them as to how this problem should be dealt with promptly and sympathetically.

317. Correspondence regarding grant of house sites is carried on in most of the Revenue Offices. Applications for house sites are received in large numbers, as there are various schemes sponsored by government for providing houses to the backward class people, industrial labour, and middle class people. These are not attended to promptly and intelligently. Besides, there is no systematic procedure for the disposal of such cases.

IMPORTANCE OF THE PROBLEM OF HOUSE SITES IN VILLAGES

318. The problem of house sites in villages has assumed a very great importance on account of continuous increase in population. Village sites were set apart at the time of original revenue survey, made over 50 years ago. The population according to the latest census has increased by 40 to 50 per cent and therefore the area set apart for building sites is quite inadequate. Consequently

poor and middle class people experience considerable difficulty in obtaining house sites. The Bombay Government have issued orders from time to time to give priority to this question and have suggested acquisition of suitable sites near the existing village sites. But this question is not attended to with earnestness and solicitude. It is time that early steps are taken to appoint for every subdivision Special Village Site Officers, who should investigate and start acquisition proceedings wherever necessary for extension of village sites with the approval of appropriate authorities.

NEED FOR SPECIAL OFFICERS

119. To meet such a situation Gamthan Mamlatdars were appointed by the former Baroda State. These special Mamlatdars went from village to village and ascertained the need for extension of gamthan. Acquisition proceedings were started after need for extension was determined with the approval of the Dy. Collector for different villages. On that analogy schemes for acquisition and disposal of house sites may be prepared in consultation with the village Panchayats and may be submitted by the Special Gamthan officers for orders of appropriate authorities.

4. *Procedure of Measurement of Private Fields*

120. Another sphere where abnormal delays are experienced is in regard to applications of agriculturists for precise demarcation of boundaries of their private fields. Such applications are generally made when encroachment by the neighbouring farmer is suspected. Unusual delays take place in the disposal of these cases as papers are tossed between the Revenue Officers and the Survey Department Officers. The procedure followed is that on receipt of such an application it is sent to the [illegible] for recovery of [illegible]. After this is done the papers are sent to the Survey Department for measurement [illegible]

321. In such cases the real action is taken by the technical survey department. There is, therefore, no need for application for measurement to be made to the Revenue authorities. The proper procedure would be to authorise the District Inspector of Land Records to receive such applications, and to arrange for measurement by a Cadastral Surveyor and file the papers in his office, after disposal.

322. Likewise when there is a boundary dispute between two adjoining occupants, arising out of measurement of lands, and which the surveyor is unable to settle, the procedure prescribed in Section 116 of Land Revenue Code is to be followed. According to this Section the boundary is to be determined by the Collector on the basis of survey record and actual measurement. Usually, the cases of such boundary disputes are referred to the Survey Department for measurement and fixing the boundary on the basis of old survey record. The Prant Officer, to whom the powers of the Collector under Section 119 are delegated, passes orders according to the opinion given by the Survey Department. Virtually the boundary is fixed by the Survey Department and the Prant Officer passes only formal orders. There are instances in which cases have taken years to be finally decided. If the procedure is modified so as to empower the District Inspector of Land Records, instead of Prant Officer, the lengthy procedures could be cut down thereby ensuring early disposal.

5. *Boundary Marks*

323. Under the provision of Land Revenue Code every holder of land is responsible for the maintenance of the boundary marks of his fields in good condition. He is also responsible for payment of charges incurred by government for getting them repaired, on the failure of the holder to repair them even after notice is given to him. The programme of repairs to the boundary marks is prepared under orders of the Collector, for a period of five years in such a way that all the villages in the taluka are covered within this period. The programme is executed by the Circle Inspectors, Taluka Officers and District Inspector of Land Records and is supervised by other higher officers. A spot investigation conducted in a village covered by the programme revealed several defects in proper implementation of the programme. The Circle Inspectors who are entrusted with the work of execution of the programme have scanty knowledge of survey and are therefore unable, at times, to determine the actual position of the boundary mark. Secondly, the Circle Inspectors have many

other more urgent revenue enquiries It seems therefore that this work can be done in a better way by a more qualified surveyor If a Cadastral Surveyor, attached to every taluka, is asked to carry out the work under the direct supervision and control of the Mamlatdar, the quality of work would definitely improve This surveyor may also be called upon to handle revenue cases of encroachment requiring more technical knowledge This system is reported to be working well in the Madras State It was also obtaining in the former Baroda State

6 *Disposal of Government Waste Lands*

324 With a view to secure systematic disposal of government waste land for cultivation, as part of a programme to increase food production, the Government of Bombay issued orders on 10 3-47 directing that systematic steps should be taken to give out all waste lands for cultivation The principles on which these lands are to be disposed of are contained in the above G R and the following further orders issued from time to time on the subject —

(1) G R R D No 3669/33 XI dated 17 3-48 as modified by G R No 1028/49 dated 31-5 51

(2) G R R D No 3669/33 XI dated 20-5-48

(3) G R R D No 565/49 dated 21-2-49

(4) G R R D No 1028/49 dated 25-8-49 and 20-11-50

(5) G R R D No 1028/49 dated 24 9 49

(6) G R R D No 1028/49 II dated 6-12-49

(7) G R R D No [illegible]/49 dated 10-4 50 as amended under G C dated 15 9 51

(8) G R R.D No 1028/49 dated 28-5-51

(9) G R R D No 1028/49 dated 10 4-51 as amended by G R dated 30-6-51

(10) G R R.D No 1028/49 dated 9-7-51

(11) G C R D No 1028/49 dated 11-5-51 as amended by G C dated 21 7-51

(12) G. C. R. D. No. 1028/49 dated 21-7-51.

(13) G. R. R. D. No. 1028/49 dated 2-1-52.

(14) G. R. R. D. No. 1028/49 dated 22-5-52.

(15) G. R. R. D. No. 1028/49 dated 18-9-52.

(16) G. R. R. D. No. 1028/49 dated 11-12-52.

(17) G. R. R. D. No. 1028/49 dated 18-2-53.

Accordingly land *cutcheries* (offices) were held by the Prant Officers during the course of their tour and attempts were made to dispose of government waste land.

#### G. RS. AFFECTING PEOPLE—SUFFICIENT PUBLICITY NOT GIVEN

325. It is rather expecting too much from the respective compilation clerks and officers to remember the principles underlying the long list of G. Rs. The administration of all revenue offices would be rendered easy, if the G. Rs. issued from time to time are incorporated in the appropriate rules and correction slips supplied to all offices in sufficient numbers. Reprint of the Rules should be issued every five years with up-to-date corrections and copies supplied in sufficient number to all offices including village offices. Secondly, people have a right to know from a Democratic government what orders affecting their interests are issued by government. At present they are unaware of the G. Rs. issued, and the procedures required to be followed though their interests are affected, as they are not published in the Government Gazette. Further, copies of such G. Rs. are not supplied even when asked for on payment of fees. This defect in the administration requires to be remedied and therefore G. Rs. that may be passed should be given effect only after their incorporation in the rules. In the case of G. Rs. requiring immediate execution, they should be given wide publicity by the Director of Publicity in both the regional languages. Inspite of repeated Government orders, the Collector's and Dy. Collector's offices issue orders concerning village people in English instead of regional language.

### 7. *Tagavi Loans and Rural Finance*

326. There are two Central Acts, *viz.*, the Agriculturists Loan Act (1884) and the Land Improvement Loan Act 1883,

which provide for granting of loans for purchase of seed, manure, bullocks, etc., under the former Act, and for carrying out improvements on land under the latter Act. The revenue authorities advance tagavi loans from the allotments made by government for the district. In the Talukas of Navsari and Chikhli tagavi grants provided are meagre, the amount advanced in the whole district being only Rs. 6,05,905.

### 6. *Money Lender's Act*

327. The Money Lender's Act came into force in the Bombay State in 1947. It requires persons doing the business of money lending, to obtain licences, to keep accounts, and to send the returns. It also prohibits charging of interest at a rate higher than that prescribed under the Act. The existing credit facilities to farmers are inadequate. The total advances made are far below the actual requirements of the cultivators. Even where Co-operative Societies are functioning, the cultivators do not get loans to the extent they require. The societies get advances from Central Financing agencies like Co-operative Banks, only upto the prescribed limits, and the societies advance loans to individuals, according to their creditworthiness fixed very conservatively. In a few villages visited, it was noticed that the cultivators who wanted to purchase bullocks applied for tagavi but could not get the loan, as the allotment was small and was already exhausted. They had therefore to borrow from the money lenders who are also reluctant to lend money because they are not willing to accept land as security due to recent Tenancy Act.

### PRINCIPLES OF TAGAVI LOANS ENUNCIATED FIFTY YEARS AGO

328. In elucidating the economic objectives of the two Acts under which tagavi loans are given by government to cultivators, G.R.R.D. No. [illegible] of [illegible], [illegible] that Government tagavi [illegible] take the [illegible] cultivators. Where the [illegible] of the [illegible] will be [illegible] to grant tagavi [illegible]. The [illegible] where there is [illegible] land [illegible] by want of [illegible] To grant [illegible] they are [illegible] want of [illegible] [illegible]

329. The above principles enunciated fifty years ago continue to be applied even now as it appears from the Tagavi Manual of 1950. In the face of such orders it is easy to imagine what kind of financial help can be extended to needy farmers. Unless the farmers are given liberal tagavi grants at cheap rate of interest, it would be difficult for the farmers to take to improved seeds, manures and other methods of improved agriculture in view of the absence of other financing agencies. It is perhaps due to the directives implied in the government orders issued 50 years ago referred to above that even the meagre financial allotments shown below were not fully utilised in the backward Chikhli Taluka in 1952-53.

| Purpose | Amount allotted | Amount allowed to be lapsed |
|---|---|---|
| | Rs. | Rs. |
| 1. Loans and advances to Cultivators under A.L. and L.I. Acts .. .. .. .. .. .. .. | 75,000 | 1,750 |
| 2. Well improvement scheme .. .. .. ..<br>(i) Tagavi<br>(ii) Subsidy | 5,300 | 2,500 |
| 3. Grant in aid to Backward Class Agriculturists | — | — |
| 4. Seed potato and groundnut cake .. .. .. .. | 22,000 | 534 |
| 5. Post-war Reconstruction scheme. Interest free tagavi to Backward Class Agriculturists .. .. .. .. | — | — |
| 6. Crop finance under B. A. D. R. .. .. .. .. | — | — |

330. Seventy per cent of the population of the Chikhli Taluka belongs to backward classes and yet there does not seem to be any anxiety on the part of the administration to help these backward classes to improve their economic condition.

331. If the agriculturists are to be saved from the exploitation of the Sahukars or professional moneylenders, there must be an alternative agency which is within their easy reach. The Money Lending Act is in force in the Surat District but it is doubtful whether all persons doing the business of money lending have obtained licences. The following figures give details about money-lending licences for the district as a whole :

| | Surat Dist. | Navsari Taluka | Chikhli Taluka |
|---|---|---|---|
| Population | 18,23,335 | 1,59,344 | [illegible] |
| No. of Money-lending licences issued | 95 | 16 | 5 |

332. There is no independent agency to administer the provisions of the Money Lenders Act in the Surat District. The Collector is the Registrar of Money Lenders and issues licences to them.

333. No system has been devised or special staff employed to check unauthorised money lending in the rural areas or to see that the various provisions of the law are not contravened by the authorised money lenders. The licencees are required to submit returns to the Asst. Registrar of Money Lenders, [illegible], showing the names of persons to whom money is advanced. These returns are not regularly received, nor are they checked up as to whether the licencees observe the provisions of the Act. Various devices are adopted to circumvent the provisions of the law. The borrowers are needy persons and as they have to depend, in the absence of any alternative local financing agency, they do not dare to know how the transactions are shown in the accounts.

9. *Remission of Land Revenue and Allied Measures*

334. In the event of failure of crops due to [illegible], the Mamlatdars are required to [illegible] remission of Land Revenue and Allied [illegible].

Records of the Navsari and Chikhli Talukas [illegible] enquiries are not made [illegible] often [illegible]. When [illegible] Chikhli [illegible] December [illegible] January. [illegible] rate of interest [illegible] the money lenders or other agencies.

| Year | | Date on which orders for remission of Himayat and Akasia assessment passed |
|---|---|---|
| 1948-49 | .. | 12-8-1949 |
| 1951-52 | .. | 14-6-1952 |
| 1952-53 | .. | 20-7-1953 |
| 1954-55 | .. | After 10-5-1955 |

335. Similarly, the Mamlatdar of Chikhli submitted to the Prant Officer, Bulsar Prant, under his letter dated 27-1-53 that 32 villages of his taluka might be granted remission of Akasia and Himayat where paddy crop had failed on account of the failure of rains. Even after 4 months no orders were passed by the Collector, though he was twice reminded by the Mamlatdar. It is in the interest both of the government and the farmers that prompt orders in this respect are issued.

### PREVENTION OF FRAGMENTATION AND CONSOLIDATION OF AGRICULTURAL HOLDINGS

336. One of the main causes of the progressive diminution of the agricultural yield is the evil of excessive sub-division and fragmentation of land. The Bombay Prevention of Fragmentation and Consolidation of Holdings Act, 1947, was enacted to counteract this evil. The Act has two aspects :

(i) It seeks to eliminate the existing fragments and puts a bar on further fragmentation.

(ii) It seeks to consolidate the existing scattered parcels in the various Khatas into compact blocks for easier and better cultivation.

337. For achieving the object (i) above, standard areas have been prescribed for the various local areas. All plots of land below such standard areas are entered in the village records as fragments, with a view to restrict their transfer, except when such transfer helps consolidation of holdings. The implementation of this part of the Act is mostly complete in the case of the union villages, and it is in progress in the merged ex-state villages ; and it is expected to be completely implemented throughout Bombay State by the end of 1956.

338. Consolidation of scattered holdings into compact blocks is the most direct method of curing the evil of excessive fragmentation of land. The land originally wasted under the boundary strips would be brought under the plough, intensive cultivation and permanent improvements on the land would be encouraged, and the cost of cultivation (fencing, watching, etc.) brought down. Such consolidation is, therefore, a great aid to agriculture. The evil of further fragmentation would also be checked as a result of the restrictions placed on transfers and subdivision of consolidated holdings.

339. The lands of about 31,750 villages of Bombay State, excluding the Bombay Suburban District, the Dangs District and the Municipal and other areas not considered suitable for consolidation operations, covering an area of approximately 4 crore acres, are required to be brought under consolidation. This scheme was included in the First Five-Year Plan with an allotment of Rs. 64 lakhs.

340. The progress of consolidation schemes from the regular commencement of the work in 1950 upto the period ending on 30-4-56 is as shown below :—

| Item | | No. of villages | Area in acres | Holdings [illegible] |
|---|---|---|---|---|
| (a) | [illegible] | 1311 | [illegible] | [illegible] |
| (b) | [illegible] | [illegible] | [illegible] | [illegible] |
| (c) | [illegible] | [illegible] | [illegible] | [illegible] |

The [illegible] details of the completed schemes are shown in Statement (Exhibit) 17.

341. With a view to [illegible] the [illegible] of a [illegible], the exchanges [illegible] are as a rule only between lands of the same class (e.g., Jirayat, [illegible] and [illegible]), except where the Khatedars agree among themselves to the exchange of [illegible] lands for

better consolidation. Also, as far as possible, the exchanges are made between the same types of land in the same group or zone. (For instance, good land is not exchanged for inferior land ; nor lands near the Gaothan with those situated far away). Also, consolidation is done with due regard to the convenience of the cultivators affected; and, as far as possible, they are allotted block(s) of approximately the same value and productivity, cash compensation being provided only for small differences in area or value, which are found inevitable.

342. During the Second Five-Year Plan, it is proposed to cover about 4,000 villages, covering an area of about 58·29 lakhs of acres, at an estimated cost of Rs. 70·20 lakhs. The annual achievement/expenditure during the Second Plan period is expected to be more or less uniform (about 1/5th of the total outturn/expenditure assumed for the period of the Plan).

343. However, consolidation work has not yet started in any of the two Talukas of Navsari and Chikhli. The scheme of consolidation does not seem to have been published. In order that the agricultural holdings may be economic it is desirable that the process of consolidation should be quickened.

FURTHER SCOPE OF DELEGATION OF POWERS TO MAMLATDARS

344. The Bombay Government have delegated powers to Prant Officers and Mamlatdars from time to time, both Financial and Revenue, but there is still scope of further delegation. Further powers have been delegated to Prant Officers so far as N.E.S. are concerned. It is, however, necessary to delegate powers under the Land Revenue Code and Rules to Mamlatdars, if pressure of work in the Collectors' and Dy. Collectors' Offices is to be reduced and delays in disposal are to be minimised. In the absence of ordinary power of sanctioning auction sales, how correspondence is carried on for getting approval of upset price and then final sanction of auction sales involving petty amounts is shown in Statement Exhibit 18 in the sale of a piece of Government village site land measuring 50′ × 60′ valued at Rs. 35/-. The case is typical in many ways :—

(1) It took 2½ years before the applicant could get the land he applied for.

(2) It had to be referred to the Deputy Collector three times.

(3) The correspondence to and fro from the V. O. to the P. O. had to pass through 50 stages before final disposal.

(4) The Taluka Office compilation clerk is not conversant with auction procedure and the Mamlatdar failed to check the faulty procedure followed by the clerk.

345. Remedies for the defects noticed will be considered later. For the present we shall confine ourselves to the consideration of further delegation of powers with a view to quicken disposal and reducing avoidable waste of effort in posts and correspondence.

346. The Mamlatdar is empowered to sanction sale of dead trees (wood) upto Rs. 50. Value of wood has risen more than 10 times, after the delegation was made. In the present circumstances, cases of the sale of a few trees have to be sent to the Deputy Collector for sanction. It is therefore suggested all powers of auction, i.e., fixing of upset prices and sanction of sales in auction of moveable and immoveable properties including village sites and other lands, the estimated value of which does not exceed Rs. 1000 in the case of immoveable property and Rs. 2000 in the case of moveable property, should be delegated to the Mamlatdar. He may similarly be empowered to confirm sales of private property upto the above limits.

347. For the recovery work of Civil Court decrees the powers of Collector for fixing the upset price and [illegible] of the attached properties of J. D. should be delegated to the Mamlatdar. Delays and red tape, as I have [illegible] large extent [illegible] [illegible]

[illegible]

348. [illegible]

the control of the Finance Department and not transferable with the Revenue staff. The position, however, remains unchanged with regard to the taluka sub-treasury. Usually there is a sub-treasury at each taluka and the Mamlatdar is in charge of it. His position is like that of the Collector under the old system. He is in general charge of the sub-treasury but day-to-day working is carried on by the Treasury Avalkarkun; the subordinate staff consists of 2 to 3 clerks, who belong to the revenue cadre, under the administrative control of the Collector, and are, therefore, transferable to other Revenue offices. The Mamlatdar of the taluka is required to verify the cash balance at least once a month and has to see that the daily accounts of receipt and expenditure are submitted to District Treasury for incorporation in the district accounts. Except at the district head quarters and other important talukas where there is a branch of the Reserve Bank or of the State Bank, the government moneys on account of receipt of all State and Central Government taxes such as sales-tax, land revenue, forest revenue, income-tax, central excise duty and the like are received and payments on their behalf are made at the taluka sub-treasury. The Treasury Avalkarkun is also the Head Clerk or Superintendent of the Mamlatdar's office. Besides, he is responsible for the day-to-day working of the treasury including sale of court fee stamps, general and other revenue stamps, opium and ganja.

349. Where there is a branch of the State Bank, receipts and payments on behalf of government are done by it but accounts of all these transactions are required to be maintained in the sub-treasury and submitted to the District Treasury. This procedure causes great inconvenience to the public, particularly when the Branch of the State Bank is away from the sub-treasury as in the case of Navsari. The members of the public or government office have to approach first the sub-treasury or District Treasury for getting entries in account books or for payment endorsement before the money is remitted or drawn from the Bank. So long as the treasury is not entirely separated both at taluka and district level, which would involve additional expenditure to government, the difficulty described above will continue. But some steps to give some relief to the mercantile community and the agriculturists have to be taken. At present their chief complaint is that they or their *gumastas* have to wait for hours to present their chalans of payments.

350. The present arrangement at taluka level, *viz.*, one officer to attend to all treasury work in addition to his supervising the

working of all clerks in the Mamlatdar's office, results in lack of proper control and guidance of the clerks. It also leaves insufficient time to attend to the interviewers or complainants. With the expansion of national development activities and the introduction of the remittance transfer facilities, the treasury transactions have considerably increased. In the Navsari Taluka the maximum and minimum number of treasury transactions are—receipts 425, payments 170 and receipts 140 and payments 60. There are 30 subsidiary registers to be maintained.

351. Under the present arrangement in the Chikhli Taluka, the Treasury Avalkarkun is responsible for receiving and distributing the post in the taluka office, as the Mamlatdar is generally out on tour for 20 days in a month. The Avalkarkun has to maintain an internal delivery book and register of important government references and sign all routine papers and returns. Being the office Superintendent and the only available officer in taluka office, in the absence of the Mamlatdar and the Extra Avalkarkun who are generally on tour, the clerks approach him for guidance. The treasury work being equally urgent, important and of responsible nature, it is no wonder that Treasury Avalkarkun is unable to do justice to his job as office Superintendent. The result is delays, accumulation of arrears, mishandling of cases, missing about of papers and complaints from the public.

AVALKARKUN

352. The post of Avalkarkun is in the Upper Division of the Revenue Subordinate Service. The following principal and usual categories of Revenue offices are manned by Avalkarkuns:—

(1) Avalkarkun, Extra Avalkarkun, Circle Avalkarkun, Treasury Avalkarkun, Taluka Avalkarkun (Head Karkun).

(2) Shirastedar to Assistant or Deputy Collector.

(3) Deputy Chitnis to Collector.

(4) Asst. Chitnis to Collector.

(5) Second Clerk to Collector.

(6) Circle Officer or Circle Avalkarkun.

353. Qualified clerks, *i.e.*, those who have passed the Revenue Qualifying Examination are appointed as Avalkarkuns according to their seniority on the district gradation list of clerks. Fifty per cent of vacancies in the posts of Mamlatdar are reserved for being filled from qualified Avalkarkuns. Avalkarkuns, who possess the necessary personality, initiative, strength of character, competence to assume responsibility and capacity for outdoor as well as office work, and have otherwise a good record, are considered fit to be appointed as Mamlatdars. A list of such Avalkarkuns is prepared by government in consultation with the Public Service Commission and promotions are given to Avalkarkuns in the list according to their seniority based on the date of their confirmation as Avalkarkuns.

354. Generally there are two Avalkarkuns in a taluka office, *i.e.*, (1) Taluka or Office Avalkarkun and (2) Treasury Avalkarkun. When Mamlatdar is on tour the Taluka Avalkarkun or Office Avalkarkun runs the office. He is also an Executive Magistrate. He can, in the absence of the Mamlatdar, exercise any of the powers specially given by the Rules to Mamlatdars except those delegated by name.

355. In the Navsari Taluka there are two Avalkarkuns: (1) Treasury Avalkarkun and (2) Extra Avalkarkun. They attend to Treasury as well as all other work when the Mamlatdar is on tour. To expect one Avalkarkun to exercise effective supervision and provide proper guidance to clerks in the handling of cases and to attend to visitors and applicants who daily come in large numbers is rather too much. He finds himself so much overburdened that he himself is not satisfied with his performance. In the typical cases pertaining to House Sites, Kharland, N.A. Assessment, etc., cited elsewhere, there does not seem to be any trace of any guidance having been rendered in the handling of any of these cases. For the efficient conduct of taluka administration, the minimum number of Avalkarkuns in any taluka should be two.

356. The Government Inspection Report on the Inspection of the Chikhli Taluka office points out several defects and omissions such as (1) unsatisfactory maintenance of work sheets by the clerks, (2) omission of preparing weekly abstracts from which Taluka Avalkarkun and Mamlatdar can have an idea of the disposal of work in the office, (3) misapplication of rules as in the case N. A./562, (4) failure to dispose of applications within the period statutorily prescribed and several other defects. It would have been more

helpful, if, at the time of inspection the question why the Avalkarkun had not been able to exercise the necessary supervision was investigated. That would have thrown light on why there were so many defects. If this is not done and the inspecting authority rests satisfied with pointing out defects and warning the Taluka Avalkarkuns, it is doubtful whether the desired improvement will come at all. Keeping only one Treasury Avalkarkun and no Taluka Avalkarkun in the Taluka is the reason why supervision in the administration of this office is not properly done.

### OUTDOOR WORK

357. There should be at least one touring Avalkarkun in every Taluka. If the two touring officers, e.g. the Mamlatdar and the Avalkarkun are utilised in the best possible way, much of the correspondence work can be reduced and even disposed of on the spot. At present only the number of days are fixed for all the touring officers but no specific attention is paid as to what actual work has been done by the touring officers when on tour. The diaries of touring officers do not reflect concrete achievements of tour.

358. Whenever on tour, it seems desirable that the officers take all the correspondence from the office pertaining to the area or group of villages they are visiting. Similarly the Circle Inspector and the Circle Officer should also take all the correspondence with them pertaining to that particular area or group of villages and accompany the touring officer. The Talati should also be asked to produce all the correspondence before the touring officer. In this way the touring officer will have all the correspondence before him pertaining to that particular area or group of villages. He should then deal with the correspondence [illegible]

### INDOOR WORK

359. In respect of indoor work four things are necessary, *viz.*, (*i*) adequate clerical staff, (*ii*) supervising staff, (*iii*) punctuality and (*iv*) residential accommodation.

It has been estimated that work has increased in all directions three or four fold. The increase is due to the implementation of various Acts, *viz.*, Tenancy, Watan Abolition, Inam Abolition, Consolidation of Holdings, etc., and also due to the exercise of democratic rights by the public. It is a paradox that when work has increased staff has been reduced in many offices at the sub-divisional and taluka offices due to the retrenchment policy of government, sometime back. With this state of affairs, it is futile to expect prompt and speedy disposal of work. The Inspecting Officers do not seem to have applied their mind to this aspect of the conditions existing in various offices. While fixing the strength of clerical staff, not only the number of receipts and despatches of papers should be considered, but, processes of inwarding, despatching, recording, typing judicial and semi-judicial proceedings have also to be taken into account. An office of the normal size taluka would require an inward clerk, a despatch clerk, a record clerk and a typist. In addition, there should be case-working compilation clerks. Their strength should be in accordance with the number of receipts in the office. The compilations should be distributed between the clerks according to their training and experience.

### SUPERVISING STAFF

360. If correspondence is to be properly handled and not mishandled as indicated by the typical cases cited elsewhere, suitable guidance and supervision has to be provided for. Therefore, there should be one supervising Avalkarkun over a batch of 4 to 5 clerks. The supervising Avalkarkuns should be kept free from any outdoor work.

361. Each taluka and Mahal office must have at least one touring Avalkarkun who should be utilised for outdoor duty only, as far as possible. The present arrangement is that both indoor and outdoor duties are assigned to one person which results in inefficiency and hampers prompt disposal of work.

### PUNCTUALITY IN RESPECT OF INDOOR WORK

362. With adequate staff as suggested above, punctuality should be strictly enforced and proper control exercised. It should

be seen by the supervising Avalkarkun at the close of the day that each person in his unit of supervision completes the work assigned to him daily and no paper remains unattended at the close of the day. The unit supervising Avalkarkun shall see that each paper is properly handled and that it is not unnecessarily tossed about.

## RESIDENTIAL ACCOMMODATION AND OTHER AMENITIES

363. According to the present policy, government servants are not to be posted in their native places. As a result they were required to serve at places where they have no residential accommodation of their own. As soon as a government servant is transferred to a particular place he is put to a lot of inconvenience and worry on account of his need for proper accommodation. Under the present conditions, it is the general experience that it is difficult to get a rented house in cities as well as in small towns. If one is available the rent demanded is beyond the means of the employee. Till the transferee is not settled down, he is not able to concentrate and apply his mind to his official duties. This results in accumulation of his work which he later tries to get rid of by disposing of accumulated papers with a view to pushing them out from his table. These are the facts evidenced and they have to be faced if efficiency and quick disposal are to be ensured. Till the question of government providing quarters for the staff is solved, house rent may be given to government employees drawing pay less than Rs. 300 and working outside their permanent place of residence.

Then there are other amenities which [illegible] working conditions [illegible] clerks in the offices [illegible] the government [illegible] there are no electric [illegible] fans [illegible] weather [illegible] office [illegible]

Further, it has to be observed that [illegible]

area for all offices should be selected and hired. In Surat city proper there are offices of various departments in about a dozen localities situated at considerable distances.

WORK SHEETS

364. The system of maintaining work sheets by individual compilation clerks results in unnecessary waste of time which they could utilise in the study of papers and careful case-working. It is no use maintaining work sheets when some references are required to be entered in Special Registers and some in Docket Sheets on slip system. Instead, introduction of Barnishes or Inward and Outward Registers would be more convenient and relieve the case-working clerks from mechanical work.

PERIODICAL RETURNS

365. There are numerous periodical reports and statements required to be submitted by every office to the higher authorities. Statement Exhibit 21 gives a list of such periodical returns required to be sent by the taluka offices at present. Of course, it is necessary for higher authorities to watch the progress of any scheme or special type of work; but at times the progress report is called for immediately after the original order is passed, and before the subordinate office is allowed sufficient time to study, think and plan the execution of the order or scheme. There are several such reports required to be submitted every fortnight, *e.g.*, progress of :

(1) National Extension Service Scheme.

(2) Local Development Works.

(3) Implementation of Inam Abolition Act.

366. Higher authorities, who have extensive jurisdiction and multifarious duties, would hardly get time to scrutinise such fortnightly or monthly reports, returns or statements in preparing which subordinate offices have to devote considerable time which they could usefully devote for disposing of applications and requests of the public, promptly. It is necessary that the Heads of Departments and the Organisation and Method Section of the Collectors' offices in collaboration with the O. & M. Division of the Secretariat discontinue the practice of submitting such periodical reports and returns or reduce them to the minimum, so as to reduce unnecessary pressure of work in various offices.

MAINTENANCE OF RECORD IN THE MAMLATDAR'S OFFICE

367 The most neglected item of work in the Navsari Mamlatdar's Office is the maintenance of record Heaps of unsorted papers are lying in the Record Room and with the compilation clerks No papers seem to have been received in the Record room during the course of last three or four years The same was the condition in the Chikhli Taluka Office but after the Government Inspection, the Bulsar Deputy Collector was asked to set right the conditions of records in the Chikhli Taluka Office His office staff and the Taluka Office staff suspended all work for ten days and devoted their time and energy to the Record room Though order has been restored it should be pointed out that the condition will deteriorate unless steps are taken, as suggested while dealing with the Record Room in the Collector's Office (*Vide* paras 227 to 230)

368 In order to ensure quick disposal and avoidance of delays, relevant past references have to be promptly made available to the compilation clerk This can be done only if the record is properly maintained in accordance with procedure prescribed by the government from time to time and mentioned by Shri F Andersen, I C S, in his Glossary of Office Procedure and the A B C D lists

369 G Rs, Government Circulars and their accompaniments are not sent in sufficient numbers to the Collector with the result that it takes a long time in the Collector's office to get cyclostyled copies and send them to the Deputy Collectors and Mamlatdars' offices and in the meanwhile orders contrary to the object of G Rs and G Cs continue to be passed This defect can be remedied if the number of cyclostyled or printed copies be determined in consultation with the District Officers and [illegible] so that they might be immediately transmitted to the offices concerned direct As copies of G Rs and G Cs in the regional language are not supplied for the use of Taluka staff, [illegible] of Government policy is delayed or misinterpreted

370 Similarly the practice of sending only one copy of circular to the Deputy Collector for collecting information from all Mamlatdars requires to be improved upon The Collector should forward copies to the Mamlatdars direct and one copy of the same for reference to the Deputy Collector The Taluka Officers should be asked to [illegible] the [illegible] the Taluka Officers so that no time would be wasted in passing [illegible] Taluka Officers

## MAINTENANCE OF STATISTICS IN TALUKA OFFICES—TALUKA AND VILLAGE FORMS

371. The Revenue Department being responsible for the general administration, apart from its main function of collection of land revenue, and possessing a large staff up to the village level, all sorts of information pertaining to social and economic life in the rural area is required to be furnished by the Revenue Department to different departments. The Bombay Government has prescribed a set of registers, 23 in all for taluka office and they are called Taluka Forms. Similarly for villages 18 registers are maintained and they are called Village Forms. Village forms 1 to 5 and Taluka Forms 1 to 10 relate to Taluka Accounts. The Taluka Registers are compiled from Village Registers and contain consolidated information pertaining to the villages in the taluka. The forms of the village and the taluka are so devised as to look to the accounts of the land revenue and make agreements and verification in an easy way. This useful work is also adversely affected due to additional duties falling on the taluka offices from time to time. To illustrate, it may be stated that Taluka Form No. II which is a register of leases and source of watching the recovery of non-agricultural revenue in the taluka, is not kept up-to-date and the work of renewal of leases is allowed to fall into arrears. Similarly abstract of Taluka Form No. III is not correctly prepared and the postings in the Taluka Form No. IV, a register showing demand and recovery from each village, is not properly posted from day-to-day and quarterly totals are not made. Returns from Taluka Form No. V are not submitted to higher authorities according to instructions contained in the Manual of Revenue Accounts.

372. The position of other registers such as Taluka Form No. XVII A and B, *i.e.*, register to record prices of all articles of daily use such as cereals, pulses, oil, fire-wood, etc., which are required to be recorded and communicated to the higher authorities every fortnight, are also not properly maintained and communicated to the Director of Agriculture as per instructions in the Manual of Revenue Accounts. These registers of the last five years are not even available in the record rooms of the Navsari and Chikhli Mamlatdar's offices.

373. It is necessary that important statistical information should be collected, maintained and revised at intervals to keep it up-to-date. In each taluka office a register giving all important information about each village such as population, professions followed, industries, education, communications, cash crops, cereals,

agricultural holdings, medical relief, cattle wealth, libraries, co-operative societies, number of money lenders, cottage industries, lift irrigation, pumps, etc., should be maintained. Such ready information helps prompt disposal of references made by the departments concerned, without the need of calling for information from the village officers every now and then. The Proforma of the *Akarik Takta* devised by the former Baroda State and now adopted by the Bombay Government should be revised by adding more columns to meet the new requirements.

374. For collection of statistical information, the Bombay Government is contemplating the appointment of a statistical officer for each district. However, the village Talatis will generally be the agency through which the information will be collected according to the guidance given by the District Statistical Officer. It will then be possible to collect and compile the statistical information more scientifically. After the statistical organisation starts functioning in the district it will be more useful and reliable if the Talatis and Circle Inspectors are acquainted with the methods, manner, and importance of compiling reliable data by giving them a short course of training for a week or so.

FORMS USED IN TALUKA OFFICES

375. For speedy disposal of work as many standard forms as possible should be devised over and above those suggested in Exhibit 15 (referred to in para 208) and copies supplied to the officers concerned. Even at present, there are some standard forms and they are supplied by the Government Press as per the indent [illegible] once a year. There are some types of forms which are not generally [illegible] ted earlier [illegible] are [illegible] For want of [illegible] printed forms officers experience great deal of difficulties and the clerks concerned [illegible] have to waste their time in copying the forms [illegible] This difficulty can be overcome [illegible] the Press [illegible] Taluka Officer [illegible] [illegible]

[illegible]

[illegible]

but in almost all Revenue Offices in the Surat District. The quantum is required to be raised by at least 33 per cent and the position reviewed every two years. Shortage of stationery is also a great handicap in regular and speedy disposal of work.

377. Instead of supplying stationery articles as per the sanctioned quota it would be more convenient and economical if stationery is sanctioned in terms of rupees to each office so that items in greater demand in the office can be obtained within the sanctioned amount. Some stationery articles are of very little use and these can be exchanged with articles in greater use in the office. The former Baroda State had its own Press and Stationery Department. Departments were required to purchase the stationery articles from the Government Depot within the amount allotted to each office and the system worked well without causing any bottleneck in the working of offices.

### TALATIS

378. Duties and functions of Talatis are briefly described in Chapter III.

### EDUCATIONAL QUALIFICATIONS FOR RECRUITMENT

The appointing authority for Talatis is the Prant Officer (Deputy Collector, Asst. Collector). The qualifications required for appointment to the Talati's post are :—

Age should not be less than 18 years and not more than 25 years.

Minimum educational qualification:

(1) The Bombay University Matriculation or an equivalent examination.

(2) The Cambridge School Certificate Examination.

(3) The Cambridge Senior Local Examination.

(4) The Primary School Leaving Certificate Examination.

(5) The Bombay Government Commercial and Clerical Certificate Examination.

(6) The Senior London Chamber of Commerce Examination in the following 4 subjects :

I English

II Commercial Arithmetic

III Commercial Geography

IV Book Keeping and Accountancy, and in two of the following optional subjects, viz., Shorthand, Typewriting, Secretarial Practice, Modern Office Appliances and Systems, Banking and Currency, or have passed the School Leaving Examination conducted by the Government of Bombay

MANNER OF RECRUITMENT

370 (1) Prant Officer is required to maintain a list of candidates for Talatis' posts in his sub-division and no candidate whose name is not on the list is employed as Talati

(2) The number of candidates on the sub-divisional list is required to be based on the number of permanent vacancies occurring during the preceding three years plus 20 per cent to provide for wastage

(3) Additions to the list are made annually in [illegible], and the number of candidates to be enrolled are advertised in the local press and published in the various Revenue offices of the district On the receipt of the applications the Prant Officer selects a certain number of candidates for interview, and makes the final selection after such interview followed by a written test, if necessary

(4) 6 per cent of the vacancies are reserved for candidates of the scheduled castes, 7 per cent for scheduled tribes and 9 per cent for other backward communities

(5) Each candidate is at [illegible] as unpaid candidate till he is absorbed in service as a Talati

The pay scales of Talatis are

(1) Upper grade Rs [illegible]

(2) Lower grade Rs [illegible]

(3) Assistant Talati Rs [illegible]

380. A Matriculate Talati is given a starting pay of Rs. 46 per month. Recruitment of Matriculates and persons who have passed the Regional Final Examination is required to be in the proportion of 1:2. The cadre of Talatis is required to be split up in the upper and lower divisions in the proportion of 50:50.

In addition to the pay, Talati gets:

(1) contingent allowance of Rs. 1-8-0 per month.

(2) Talatis get P. T. A. as follows:

| *Distance of Saza Headquarters from Taluka Office* | *Rate per month* Rs. | as. | ps. |
|---|---|---|---|
| Over 5 miles and upto 10 miles .. .. .. | 4 | 0 | 0 |
| Over 10 miles and upto 15 miles .. .. .. | 6 | 0 | 0 |
| Over 15 miles and upto 20 miles .. .. .. | 8 | 0 | 0 |
| Over 20 miles .. .. .. .. .. .. | 10 | 0 | 0 |

### DEPARTMENTAL EXAMINATION

381. No Talati is confirmed unless he passes the Talati Departmental Examination within four years of his enlistment. These are the following subjects prescribed for the examination:

(1) Paper on Revenue Matter No. 1 (without Books): Marks 250.

(2) Paper on Revenue Matter No. 2 (without Books): Marks 250.

(3) Paper on Revenue Accounts (without Books): Marks 100.

(4) Miscellaneous paper.

(5) Oral examination on revenue matters generally with particular reference to village accounts : Marks 200.

382 There are in all 491 posts of Talatis sanctioned in the Surat District of which there are 45 in the Navsari Taluka and 27 in the Chikhli Taluka. There are as many [illegible] the two talukas as there are number of posts of Talatis. There [illegible] one to five villages in a saza, [illegible] Rs 25,000 and Khatas exceed 1,000, [illegible] there is a distance of 5 miles or more between two villages of a saza.

## [illegible] THE STATUS OF TALATI

383 The Talati is a government servant primarily [illegible] after the land revenue administration. He also helps other departments in many ways. He is the eyes and ears of the government and nothing can happen in the village without his knowledge [illegible] help. He collects all the basic data for the administration from the village. Without his help it is difficult for the various government agencies to reach the villages or keep a continuous [illegible] the progress of measures undertaken by government.

384 The Talati can discharge his functions efficiently only if he has an area of manageable size. Much of his time [illegible] taken up in attending meetings at the taluka headquarters [illegible] to officers visiting his village. The size of [illegible] should be fixed by taking into consideration these facts.

385 Further, the Talati should be given [illegible] rural development [illegible] course [illegible]. He should be given a small library equipped with [illegible] and other literature provided by departments of government. [illegible] library should be available to the people.

386 In view of the above [illegible] Talati should be [illegible]. He [illegible] should be [illegible]. He [illegible] from the people as well as references from [illegible] intended for the Revenue Department [illegible] He [illegible] needed for the [illegible] that there [illegible] He [illegible] have no powers [illegible] He [illegible] for [illegible] of time and money. It [illegible]

Talati to see that relief is granted by the office concerned in the shortest possible time.

387. In order that he may be able to perform these functions adequately he should stay in the village and should be provided with housing accommodation. Usually he stays at the taluka headquarters and visits his saza villages as and when occasion arises.

PROVIDING TELEPHONES AND OFFICE ACCOMMODATION

388. Though these suggestions may sound too novel, they are offered because of their importance, and may be given a trial in a few talukas to begin with. Even when the Deputy Collector's and Mamlatdar's offices are not provided with the Telephones, it may be considered extravagant to provide telephones to the Talati's office. Telephone is a great necessity under complicated modern conditions where quick action is required. At present many villages remain out of touch with the District Officers. The telephone will bring all villages into direct contact with all departments. This may appear to be a costly business but where an electric grid system is working these may be introduced to start with.

389. Hitherto, it is customary to look at all new proposals from purely government's point of view, considering only their direct cost, but they require to be looked at from people's point of view also. This facility would save unnecessary worries and expenses to people who have to visit taluka offices so frequently. It would also help the administration in the discharge of their duties, in emergencies, during epidemics and during famines. In this connection we append hereto a note on the subject of Village Telephones prepared by Shri Manilal B. Nanavati (Appendix 1). It shows how the administration as well as the public can make use of the telephones.

390. Since the introduction of quick transport facilities like motor and bus services touring has become superficial. The riding habits of the officers have disappeared. Camping for jamabandi and inspection is becoming spasmodic and the officers are losing grip over the charges. The village telephone would restore some of these old contacts.

391. Village telephones are not so very costly as may appear on first thought. They used to cost about Rs. 2,000 per mile before the war; now it may be double. But this initial cost may be more than compensated by the convenience to the people and to the administration and also by improvement in the services rendered.

392. This measure may be tried in North Gujarat and U.P. where the [illegible] system is working. [illegible] in Gujarat [illegible] for it. If electric power is extended to the villages where [illegible] of diesel irrigation pumps are in operation these pumps can be electrified which would result in considerable economy. In the former states of Gondal, [illegible] and Jamnagar the system was continued even after the formation of the Saurashtra State as it helped efficiency in administration.

393. The Talukdar has a bad name in the village. He is not the only person to have that reputation in the Revenue [illegible]. It is the case of give a dog a bad name and then hang it. The vicious circle should be broken. If he is made a more respectable officer, he might respond. He may be given a [illegible] such as Gramkamdar to break away from the old tradition associated with his functions. In our anxiety to develop villages we have many a time thought of installing at the village level a number of ill paid servants to work as secretaries of [illegible] and [illegible] purpose co-operative societies and as Kamdar for [illegible] purposes. These ill paid and incompetent employees are not competent enough to carry out the departmental policies and they sometimes even prove to be a nuisance rather than a help. If they are stationed at the village for technical work it will be [illegible] put them under the supervision of the Gramkamdar [illegible] yet. In [illegible] the Talati will be able to [illegible] these duties to the villagers. Then there are [illegible] Vasa Mahal [illegible] G[illegible] [illegible] which will require local [illegible] Talati [illegible] [illegible]

394. [illegible]

395. [illegible]

396. According to the present arrangements, only one-third of the total number of Talatis in the district are required to possess qualification higher than regional Vernacular Final. Having regard to the higher type of work now expected from the Talatis under the changed conditions, it is desirable to recruit more qualified candidates for Talatis' posts in the proportion of 1:1 instead of 1:2, as at present.

397. Not only more qualified Talatis should be recruited but in order to enable them to discharge their duties efficiently they should be given an area of manageable size. Their number also requires to be increased.

398. At present the public have to run after the Talatis from one village to another, as they have got several villages under their charge. Usually, the Talatis give false excuses for having gone to some village other than the one fixed as his headquarters. In fact he may have gone out of his jurisdiction without permission. By reducing the size of his jurisdiction, by increasing the number of Talatis in a taluka and by fixing his headquarters at one village, there will be certainty of his programme and the villagers can contact him whenever they want.

399. It was the policy of government to maintain a Chora or Chavdi at each headquarter village of the Talati to serve as Talati's office and camping place of touring officers as also the meeting place of villagers. Now there are hardly five or six choras in the Navsari and Chikhli Talukas. The rest have fallen into disrepair. The present directives of government in this respect are to hand over the Choras wherever they exist to the District Local Board or village panchayats, if they are willing to take them. Even assuming that these institutions are in a position to maintain and equip them properly with their limited resources, it is not desirable to rely on them for providing housing accommodations for the office of the village officers and for camping of touring officers. It will be too much to expect the village panchayats and District Local Boards to construct new buildings at their cost for the use of Talati's office and his residence and the touring officers' camp.

400. It is necessary in the interest of administration that every saza village in a taluka should have a suitable Chora fully equipped. If camping facility is provided the touring officers will be able to regain the confidence of the village people by closer contacts with them.

401. On the face of it the matter may not appear serious but really and in fact the matter is none the less important. This will avoid unnecessary and frequent references. If we want people to participate in government-sponsored schemes and render whole-hearted co-operation, closer contacts between people and government agencies are essential. At least a trial for this scheme should be given in a taluka.

## SECTION 5

### CATEGORIES OF CORRESPONDENCE—MEANING OF 'QUICK DISPOSAL'—FACTORS RESPONSIBLE FOR DELAYS—REMEDIES

402. The foregoing pages give a general idea of the set-up, functions, procedures and practices prescribed and how they are followed by the Revenue offices at different levels. We shall now examine the types of papers or correspondence dealt with by the Revenue offices which may be classified in the following categories:—

### BROAD CATEGORIES OF CORRESPONDENCE DEALT WITH BY REVENUE OFFICES

(1) There are papers from the government or higher offices asking for some data or information on some specific problem, for formulating certain policies, for considering a legislation or to assess some general problem with a view to finding a solution for it.

(2) There are routine references from government for submission of periodical statements or reports.

(3) There are again some references from the government or higher offices asking for inquiry and report on some application of private citizens.

(4) Applications from private citizens are also received directly. They may be miscellaneous [illegible] for relief under some statutes, e.g. applications under Mamlatdar Courts Act, Cattle Trespass Act, etc.

(5) Then there are reports from Circle Inspector or Talati [illegible]. They may be [illegible] under Land Revenue Act and Rules [illegible] a Talati for orders for certain [illegible] reports, reports by a Talati [illegible] [illegible] to effect [illegible], etc.

(6) There is also a large variety of papers which do not affect private individuals but arise out of day-to-day administrative working. They may be papers for purchase of furniture or books for the office library or indent of stationery or forms or preparation of contingent bills or answering audit objections.

This classification of categories is not exhaustive but they are categorised to find out what exactly "quick disposal" should mean in respect of each of the above categories.

### MEANING OF "QUICK DISPOSAL"

403. By "quick disposal" is meant final disposal within the shortest possible time and not merely removal of paper from one's own desk or office. For this, it is necessary not only to deal with the paper as soon as it reaches the office, but to deal with it in such a manner that, if it is not to be finally disposed of by the officer himself, he will apply his mind and do whatever is necessary so as to facilitate final disposal by him to whom it is ultimately submitted for orders. He can do this only if he has a full knowledge as to who is competent to deal with the paper finally, what are the channels through which it will pass and what are the requisites necessary before it can be finally disposed of. Many a time indifference causes delay. The most important thing is to know what are the requisite facts needed for final disposal.

404. Coming to the types which are classified in the six categories, let us examine what will be the meaning of "quick disposal" and find out what are the methods followed for the "quick disposal."

405. With regard to first category, usually there is no need for immediate disposal. A reasonable time is given for collection of data. But the emphasis must be on the accuracy and relevancy of data. This is possible only if one understands the government policies and legislations and realises their significance.

406. As regards the second category the method of "quick disposal" requires that a particular clerk is responsible for timely submission of reports or periodical statements. He must have a chart showing the dates for despatch of returns or reports. There must be standard forms, cyclostyled or printed, so that information may be sent not only precisely under a particular heading but is uniform and easy for compilation. The third category refers to

papers sent for enquiry and report [illegible] there are any [illegible] papers in the office [illegible] would be to determine whether [illegible] generally [illegible] quantity [illegible] It [illegible] will be clearly set down [illegible] report may be sent in time with full details

407 The fourth category [illegible] personally by the people [illegible] disposal of such applications [illegible] that the officer hears the applicant personally. It will be possible [illegible] on the spot [illegible] facts [illegible] There may be [illegible] other departments for which remedy [illegible] the Civil Court [illegible] there may be applications which might have been decided by this very officer earlier [illegible] straight away and the applicant [illegible] If the applications relate to [illegible] which have to be [illegible] under any Act, e.g. [illegible] Act, etc., the applications [illegible] be taken on the [illegible] hearing fixed before [illegible] the Talati if required

408 The fifth category [illegible] where the officer [illegible] Papers [illegible] Section [illegible] of the Act [illegible] [illegible]

409 [illegible]

[illegible]

410 [illegible]

(*a*) Lack of knowledge of official procedure and practices and absence of efficient methods of work among the members of the administrative machinery.

(*b*) Lack of training and guidance to clerks in the work they are asked to do.

(*c*) Lack of effective control by responsible officers in the day-to-day working of offices.

(*d*) Unequal distribution of work among the members of the staff.

(*e*) Lack of proper material, such as law books, rules, standing orders on the subject under disposal, etc.

(*f*) Lack of clarity in circulars calling for reports from subordinate offices without telling them on what points information is required.

(*g*) Want of time saving devices such as standardisation and mechanisation of forms of (*i*) Enquiry, (*ii*) Scrutiny, (*iii*) Issue of orders pertaining to different topics.

(*h*) Cumbersome nature of numerous procedures in administrative, financial, accounting and auditing sanctions.

411. Measures which may help to increase efficiency in administration are right selection of personnel, proper training, efficient methods of work and organisation, fixing responsibility on the person who has to do the job and giving him the necessary authority. Earnestness, quick decision and clear understanding of the problems of the department are other factors.

REMEDIES TO MINIMISE DELAY

412. Following, among others, are the important measures that may help in combating the factors mentioned above.

As regards (*a*) and (*b*),

(*i*) Recruitment of clerks should be made at divisional level for all departments, keeping in view the annual vacancies due to retirements, deaths, and requirements of leave reserves. Permanent and in-service training should also be provided.

(ii) Arrangement for the in-service training of clerks recruited from January 1953 and onwards will be made along with the training of fresh recruits. Every session of the training class may extend over a period of 6 months, (4 months theoretical and two months practical) and a limit of trainees of which two-thirds may be fresh recruits and one-third may be clerks in-service but recruited from January 1953 onwards.

413 As regards (c), remedies are:

(i) Rigid enforcement of three days' rule for submission of all receipts of correspondence in the office will arrest negligence and slackness to a considerable extent and minimise delay. Within three days from the date of receipt of a paper in office, the clerk concerned shall study its details and submit the same to his immediate superior. In difficult and complicated cases, the period may be extended to five days with the permission of the Superintendent or Head Clerk in the office.

(ii) A time slip shall be appended to the front page of the case, containing details such as (1) date of origin of the case, (2) date of receipt in the office, (3) date of disposal.

(iii) For enforcement of the three days' rule, a check on the number of references which is to be allowed for a correspondence [illegible] [illegible] [illegible] [illegible] [illegible] [illegible] [illegible] [illegible] [illegible] [illegible] [illegible] [illegible] [illegible] [illegible] [illegible] [illegible] [illegible] [illegible] disposal.

(*iv*) A weekly abstract of pending cases and a quarterly statement of undisposed of cases with reasons thereof in each case should be prepared in all offices.

(*v*) Information which can be had from the offices or from another branch or section of the office should not be called for from the lower offices, as this practice unnecessarily increases work and causes delay.

414. References may be grouped into three categories, *viz.*,

(1) essential and relevant references,

(2) non-essential and irrelevant references and

(3) bad references.

Essential and relevant references are those which are absolutely necessary for deciding the case. This type of references may be allowed twice or thrice in a case. Non-essential and irrelevant references are those which do not bear any relation to the subject of the case or to the law applicable to the case. When the subject of the case is misunderstood or mixed up with some other subject, or imperfectly and improperly grasped, such references occur. In a way, such references arise due to want of proper grasp, or want of sufficient knowledge of procedure on the part of the clerk and can be minimised, if the superior officer exercises proper check and scrutiny. When the references are 'intentional' they are bad references, usually made with an ulterior motive. When such intentional or bad references are detected, they should be severely dealt with.

415. Control and supervision is the fulcrum on which rests the entire structure of work. Control to be effective must be constant and continuous. At the same time it must not be too harsh. It must be tactfully exercised so as to inspire confidence and instil devotion to duty in the staff. It should be seen that instructions given are punctually carried out, that rules laid down are compiled with and the approved plan of work adhered to. In the offices where there is lack of effective control, the staff will act as they please, absent themselves without authority or on false pretexts, will be idle even when in office or waste time in various ways. Orders will be tardily carried out, rules will be ignored, action on papers and replies will be delayed. Control presupposes that there is in existence some standard with which to compare work.

416. As regards (d) (unequal distribution of work), it is essential that there should be planning and proper distribution of work in an office. Distribution of work between the members of the staff should not be unequal as is very often found. If every member of the staff is assigned equal volume of work of [illegible] complication, there would be no scope for accumulation of arrears and delay in disposal.

417. As regards (e) (lack of books in offices), every clerk, village officer or other subordinate on his initial appointment should be given each a copy of the district office manual, if necessary, on payment. Every office must have up-to-date books with correction slips on accounts, Rules, and Digest of G. Rs. and G. Os. for easy reference. The Madras Administrative Enquiry Committee also emphasised the need for this measure.

418. As regards (f) (vaguely calling for reports), as far as possible, proforma should be given while calling for information or reports, mentioning specific points.

419. As regards (g) (standardisation), the process of mechanisation and standardisation should be adopted in respect of various types dealt with by the Revenue Department. The standard forms listed in Exhibit 15 would save considerable time of the clerks and would ensure prompt disposal.

420. As regards (h) (cumbersome procedures), we have considered the details of [illegible] the O & M [illegible] the C[illegible] office, and have also referred to a few [illegible] procedure [illegible]

[illegible]

421. [illegible]

[illegible]

[illegible]

of the applications, the Collector selects a certain number of candidates for interview and makes final selection after such interview, followed by a written test, if necessary.

No person having a qualification lower than the Matriculation examination and no person who is not able to type at least 30 words per minute is enlisted. The number of graduates enlisted does not ordinarily exceed two in every four.

422. A confidential sheet is required to be maintained for each candidate as in the case of a permanent clerk and the Collector is required to examine the record of each candidate from time to time, at least once a year, and remove from the list any candidate who is definitely below the average standard of efficiency.

423. Each candidate is assigned to a particular office and is required to work there except when appointed in an acting vacancy in any other office. When not employed in an acting vacancy, he is employed as a copyist and receives the fees. The candidate is required to attend the office regularly and punctually and not allowed to absent himself without leave.

424. In practice the recruitment is made by the Collector by selecting candidates from the lists sent by the Employment Exchange. No written test is usually held. Selected candidates are not required to undergo any training. They are attached to subordinate offices where they are expected to pick up the work by working with the permanent clerks. Inspite of there being liberal leave rules there are no leave reserves in the Collectorate. The result is accumulation of work and delay.

### TRAINING INSTITUTIONS IN DIVISIONAL CENTRES

425. Without systematic training, they do not become conversant with the routine and due to this drawback the work suffers when they are appointed as clerks. Therefore pre-recruitment training of clerks, in the subjects of correspondence, office methods, precis writing, Government servants' conduct and Discipline Rules, contingent Rules, B. C. S. R. Constitution and functions of various departments of the State, the use of forms of general nature used in different offices, etc., should be provided with a view to equipping the clerks well to function efficiently. Arrangement for in-service training of clerks recruited from January 1953 onwards should be made along with the training of fresh recruits in the Training Institution recommended to be started in each Divisional Centre.

426. The Principal of this Training Institution should be well versed in District Administration, Procedures and Practices. The following should be the functions of this Institution.

(1) Holding pre-recruitment written test for clerks.

(2) Conducting post-recruitment and in-service training classes for clerks, each session extending over a period of four months for theoretical training and two months for practical training. After the training is complete an examination may be held and in all, two chances to pass may be allowed.

(3) Conducting the training of Circle Inspectors according to the existing syllabus for a period of two months.

(4) Conducting the training of record keepers for a period of two months.

(5) Conducting the training of Talatis for a period of six months.

(6) Editing and publishing a quarterly "B[illegible]" in which would be included (a) [illegible] contributed and published in the *Indian Journal of Public Administration*, (b) important [illegible] the Organisation and Methods Division of the State Secretariat, (c) important amendments in [illegible] Revenue [illegible] B. C. S. R. [illegible] in the regional language, (d) [illegible] of books and reports useful to the Revenue [illegible] the staff to keep themselves abreast of [illegible] in rules and also gain knowledge [illegible] of administration.

427. A [illegible] every [illegible] of the work. [illegible] *Indian Journal of Public Administration* were [illegible] available [illegible]

EXAMINATION

428. The selected candidates have to pass the Sub-Service Departmental examination within three years from the date of their recruitment or appointment. If they fail to pass the examination their services are terminated.

429. The Matriculate clerks can appear at the Revenue Qualifying Examination after completion of seven years, service and graduate clerks after completion of five years, service. Permission to appear at the Revenue Qualifying Examination is granted strictly on consideration of seniority. Quota of persons to be allowed to appear at the R. Q. E. is fixed for every district and only four or five clerks from each district are allowed to appear at the examination.

430. The quota system debars many clerks from appearing at the examination as the clerks who are more than 40 years of age are debarred from appearing at the examination. If, instead of the quota system, any clerk wishing to appear at the R. Q. E. is allowed to appear, the clerical establishment on the whole will be better equipped and more thoroughly conversant with the rules, regulations and procedures and will turn out better quality work than they do at present. Instead of only two trials, three trials may be allowed, as the employees are likely to meet with domestic difficulties in preparing for the examination along with their normal official work.

EFFICIENCY AND JOB SATISFACTION

431. No service can be expected to work efficiently, unless its conditions of employment including pay, promotion and nature of work are satisfactory Willingness to serve springs from what psychologists call job satisfaction, which is based on two essentials, *viz.*, (1) fair treatment, (2) fair prospects. By being fair and impartial the Head of the office can instil in the men values and standards which will be respected. By welcoming ideas and praising men for their efforts whenever possible, he can make his men feel that they are a valued part of the organisation.

432. The personal touch is an important necessary quality in the handling of the staff. It is a matter of real importance to the Head of the office, because ability to handle staff is the quality which counts more than any other single attribute. Nothing creates more staff confidence than a share in responsibility. Another live factor which would contribute to efficiency is the staff welfare.

Adequate equipment, good working conditions, residential accommodation, canteen, subsidy to sports club, etc., would conduce to efficiency in work. Then there are 'incentives', financial and non-financial, which tone up the standard and efficiency of work.

The policy of not posting clerks in their home taluks has worked as a sort of disincentive. There should be no objection to their being posted in their home taluks so long as they perform their duties with devotion and complete integrity.

# CHAPTER V

# REFORMS IN DISTRICT REVENUE ADMINISTRATION

## SECTION I

## REFLECTIONS AND RECOMMENDATIONS

### IDEALS OF ADMINISTRATION

433. The Planning Commission sets before the nation the qualities of ideal administration in the following words:—

"On the part of the administration, efficiency and integrity are of course of the highest importance; equally, the relations between officials at different levels and the general public have an immense bearing on the response of the public. It is an essential rule in the code of a public servant, whatever his rank, to extend to every citizen courtesy and consideration and to inspire in him the confidence that so far as the law and the administration are concerned, all citizens have equal rights and equal claims. . . . . . Every unit in the administration has to discharge its duties in the understanding that the major justification of its existence is the service it renders to the community, and the confidence which it evokes, and that the public has a contribution to make in the fulfilment of any programme, which is no less vital than that of the administration. The approach towards the public must, therefore, always be based on an attitude of close co-operation and a desire to take the utmost advantage of the people and provide for voluntary community action in as large a field as may be possible."

434. It is against these standards that the efficiency of the administrative system has to be judged. In the previous Chapters we have examined the various units of the Surat District administration, from the Collector's office to the village office and have analysed its activities in all their ramifications. The actual working of the administrative machinery was carefully examined. The typical cases quoted are sufficiently illustrative of the general trend of administration.

435. As an overall [illegible] it may be [illegible] that the [illegible] [illegible] the [illegible] [illegible] [illegible] [illegible] the [illegible] regard them [illegible] of the people.

436. Unless [illegible] the various welfare [illegible] undertaken are not likely to benefit the people [illegible] the implementation of [illegible] well [illegible] The [illegible] the people and the [illegible] and [illegible]

437. [illegible] have been [illegible] The [illegible] however, [illegible] the [illegible] in a Welfare State.

[illegible]

438. If the [illegible]

439. [illegible]

440. [illegible]

out of the normal course and helping the people to find a solution to their difficulties or meeting their urgent needs. We have not come across proposals for the development of the area in any way, much less a study of its varied problems. The monthly diaries by the officers do not show any intelligent interest evinced in their work.

441. There are many ways by which the Revenue Department can help or guide the people in the villages, stimulate interest in them for better living; they have no time for such beneficiary effort. More important than this is the fact that there is want of vision.

442. By and large, a sense of urgency was never perhaps one of the virtues of officialdom. In fact procrastination was at a premium and was considered to be synonymous with deliberation and method. Therefore, in the implementation of new programmes the inertia of the administrative machinery comes in the way. Not many officials, whatever their rank or position, have yet developed this sense of urgency. They are sticklers for forms and are afraid to take decisions. The result on many occasions, as evidenced by the typical cases cited in the preceding chapter, is well-nigh exasperating and one wonders sometimes whether these officials and this machinery would ever be capable of adjusting themselves to newer tasks, and to the faster pace of work that circumstances now so urgently demand.

443. It is at the district and local levels, reform is most urgently needed. It is there the administrative machinery comes into continuous contact with the people. Therefore, it is of the utmost importance that these sections of the population should feel confident that the administration exists for them and not *vice-versa*. Since it is also the level in which public co-operation and participation in the new tasks are needed, a heavy responsibility rests on State Governments and District Administrations to improve their standards. This can best be done by a constant study of local needs and problems. Practically every village has some problem or the other which requires immediate attention and a sympathetic, intelligent and an alert officer can help to bring about a solution either through his department or some other one.

### CONTACT WITH PEOPLE

444. If officials are to discharge their duties properly they cannot afford to keep themselves aloof from citizens. Their tasks

can be effectively accomplished if they can harness the goodwill of local people and the voluntary organisations [illegible] welfare activities which are [illegible] the [illegible] and underprivileged groups.

445. Further, the tendency towards excessive centralisation [illegible] has to be checked. The endless [illegible] [illegible] and produces a sense of frustration in the [illegible]. The excessive concentration of authority [illegible] process thwarts the initiative of persons [illegible] who may have the gifts of leadership but may have no opportunity to exercise them. Among officers there must be a feeling of trust [illegible] that a sense of responsibility may be engendered among them.

## NEW ROLE OF REVENUE DEPARTMENT

446. In our view, perhaps, the implementation of the land reforms will be the most important function of the district administration. Proper and full implementation of these reforms will need not only the proper support [illegible] but it will lead to several other changes in the social and the economic life of the people. The [illegible] will require [illegible] of the reforms [illegible]. It would [illegible] rural life [illegible] development and welfare departments of the State. Here the Revenue Department [illegible] of reforms developed [illegible] administration.

447. We [illegible]

448. [illegible]

## Section II

# SUMMARY OF RECOMMENDATIONS

(Figures in brackets refer to Paragraphs of the Report)

### I. MAJOR RECOMMENDATIONS

1. *Reorientation of Outlook of Administrative Agencies* (40 to 42)

(1) If the State is to function as a social service institution, its officials, from top to bottom must be inspired with the spirit of service. They should be quick to understand the people's needs, to gauge their difficulties and sense their feelings. Their "stand-offish" attitude must go. They must look upon themselves as the guardians of the people, as functionaries rather than as privileged persons. A spirit of cordiality between the villagers and the representatives of government is a primary condition for the success of any scheme of reforms.

(2) The administrative casteism, seclusion and cadre consciousness which seem to be evident everywhere, require to be vigorously combated by the political and administrative wings of the Central and State Governments.

(3) In a developing economy, administration itself steadily assumes a broader content. It includes not only the building up of personnel, training of men and running the administrative machine but also seeking the co-operation and participation of the people.

(4) Working of a Welfare State postulates that the success of the administration will depend upon the active co-operation of the people. Such co-operation can be evoked mainly through the main government agency, *viz.*, the Revenue Department. Therefore, the organisation of this department should be efficient, intelligent and responsive to the needs of the people. It follows that the officials in charge of the department should not merely be accustomed to routine work, but should have a high level of intelligence, and can understand and grasp the problems. Above all they should have a broad outlook on life.

## 2. *Change in the Name of the Revenue Department* (37 and 445)

(5) Land reform is going to be one of the most important problems for India. Measures of land reform have a place of special significance both because they provide the social, economic and institutional frame-work for agricultural development and because of the influence they exert on the life of the vast majority of the population. The administrative tasks relating to land reforms are varied and therefore should occupy the full attention of the Revenue Department. It would be more appropriate if the name of the Land Revenue Department is changed to "Department of Land Reforms" or "Department of Land Administration." It should be symbolic of the change in the function of the Department. Collection of land revenue forms a minor part of the numerous more important functions of the Department.

## 3. *Revival of the Post of Divisional Commissioners* (161 to 170)

(6) Abolition of the posts of Divisional Commissioners has deprived the district administration of close supervision, control and guidance. There is a strong case for revival of the posts of Divisional Commissioners. After the formation of the bigger Bombay State, posts of Divisional Officers have been created but the posts of Director of Local Authorities abolished. Having regard to the duties and functions assigned to the Divisional Officers particularly inspection, supervision, guidance of all the Revenue Officers in the Division consisting generally of 7 districts, general inspection of all Departments within the Division, coordination and supervision of all Divisional Heads of Departments with particular reference to Planning and Development, it may not be advisable to burden the Divisional Officers with the duties and functions hitherto assigned to the Directors of Local Authorities. The posts of Directors of Local Authorities may have to be continued in order that concentrated attention might be paid to the supervision, control and guidance of the District Local Boards and Municipalities and for fostering the growth of Village Panchayats. The present arrangement whereby inspection of the offices of Divisional Officers of Development Departments by the Divisional Revenue Officers may have to be reconsidered. Inspection should not mean inspection of perusal of papers in the office but appraisal of work in the field.

It is not clear from the notification whether powers of hearing appeals against the decisions of Collectors have been restored to the Divisional Officers. From administrative point of view it is essential that such powers should remain with them. Appeals are an important part of the administrative system. Irregular practices, delays, unnecessary correspondence and such other defects in dealing with correspondence can be set right by the Divisional Officer when they are noticed by him at the time of hearing appeals. Secondly, he will get an opportunity to assess the merits, integrity and ability of the officers who pass orders. Lastly, he will be able to exercise check on the working of the subordinate offices and issue necessary instructions for gearing up the revenue machinery to new requirements of a Welfare State.

4. *Charge to be Manageable* (178-285-289)

(7) In deciding the size of what is called the unit of action the following basic considerations should be borne in mind: (*a*) no person should be called upon to carry a charge bigger than he can effectively control and administer; (b) contact between the Administrative Officers and the Executive Staff under their command should be close and effective; (c) more specially, Supervisory Officers should have sufficient time to devote their serious thought for a thorough study of their work; (d) decentralisation should be extended to the point where it is possible to simplify procedure and to create a sense of responsibility in the minds of the officers concerned; (e) the size of the administrative unit must be such as will enable the executive officer to know personally the subordinates working under him and to guide and supervise them.

(8) Having regard to the above basic principles the present Surat District which consists of 18 Talukas, with 2,063 villages and a population of 18,27,842 persons can be said to be unmanageable under one unit and should therefore be divided into two or three units. Similarly, at the taluka level, Navsari Taluka of the Surat District is also unmanageable as it has 141 villages and a population of 1,98,344 persons. It can therefore be divided into two talukas.

5. *Collector* (179 to 185)

(9) The Collector is the keyman in the whole administrative system. Therefore, his selection and training call for special attention. What the administration of today needs is officers

who, besides the necessary technical or academic qualifications, should also possess the qualities of leadership, sense of duty, initiative, drive, the spirit of service and sterling moral character. These qualities are so necessary to inspire confidence in the people and enlist their co-operation.

(10) Of late, the tendency has been to overburden the District Revenue Administration with multifarious duties arising out of expanding functions of a Welfare State. As a result the Collector is considerably tied to his desk. The administration of a district can be properly conducted by the Collector only when he has sufficient freedom and leisure so that he may acquaint himself thoroughly with all the parts of the area, its people, its problems and their possible solutions. Therefore, he should be relieved of the routine type of work, by giving him the additional assistance of two officers of Deputy Collector's cadre. One should be designated as "District Development Officer" who will be responsible for the study of the District Development Plans, for co-ordinating the activities of all the Development Departments at district level. He should also study the working of these departments on the spot, review the working of the Community Projects and National Extension Service Blocks in the District with a view to enabling the Collector to work as an efficient Captain of the team of Development Officers in the District. The other officer should be designated as "General Assistant" who will assist the Collector in regard to the entire Revenue section.

(11) The Collector will make or mar the progress of the district. It is therefore desirable that preliminary [illegible] training of an I. A. S. Officer under an experienced Collector should be more [illegible] than what it is now.

(12) The Collector should be given full freedom to carry out his programmes, the government [illegible] his [illegible] To keep up his [illegible], he should be trusted and well treated by the government.

(13) The Collector should be generally allowed to stay in a district for three to four years [illegible] If the [illegible] followed, [illegible] tolerable. It takes usually four years for an officer to be fully acquainted with the district and its problems.

In the first year he gets acquainted with his charge, in the second he prepares his plans for development, sets them going and in the third and the fourth, he sees the results. Interruption within this period means loss of continuity in the programming and also of enthusiasm in the officer. It is the common experience in our administration that the successors do not usually follow up the work left unfinished by their predecessors, in the manner in which it is intended.

(14) The Collector may be encouraged to study specially one or two problems of his area which would be useful to the State or in his work in the area—such as a village survey, survey of the working of panchayats, survey of a taluka and its problems, survey of the Co-operative Movement in a Taluka and the like.

(15) The Collector who has done meritorious work should be fully rewarded. There may be several ways of doing so : a letter of appreciation from government on his good work while reviewing his report, grant of special pay or promotion, etc.

(16) When he is transferred it should be made obligatory on him to leave an exhaustive note on the various problems of the district, its people and leaders whose support could be enlisted for various welfare activities, etc.—for the information of his successor, as well as of the Divisional Officer and the government.

(17) Statutory duties as prescribed for the Collector relate to Land Revenue and other allied Acts and Rules. With new functions and duties devolving on the Collector in the course of attainment of the objectives of Welfare State, it is necessary that there should be a statutory obligation on the Collector to see that all Development Departments in the district function efficiently.

6. *Quarterly Letters to the Chief Minister* (190)

(18) It should be obligatory on the Collector to address quarterly letters to the Chief Minister in order to keep the State Government informed of the progress of implementation of the various measures sanctioned by government and of needs of the district. This practice will not only serve a useful purpose in assessing the progress of the measures undertaken by government but also provide the indication of interest and capacity of the officer in discharging his duties.

7 *Annual Report* (156 to 159)

(19) The government have prescribed the form of the annual administration report to be submitted by the Collector. The report prepared according to these orders is not a constructive document, collating primarily statistical information. This hardly helps the reader to grasp the progress and the problems of the district.

The Collector's annual report should be an intelligent resume of the progress made in his jurisdiction during the year. Besides the formal material and statistics presented, there should be intelligent observations made on (i) social and economic conditions, (ii) effects of legislation introduced, (iii) important developments that have taken place, (iv) results of new measures undertaken such as Community Projects and N.E.S., (v) growth of panchayats and interest evinced by them in the all round development of the village. Such a report will enable the State Government to form their own opinion about the progress of the various measures adopted by the State. There was a time when the State Reports of the Land Revenue Administration quoted important observations made by the Collectors in their District Reports. It seems worthwhile to remodel the form of the Administration Report on these lines.

8 *Inspections* (133 to 152)

(20) There is much to be desired in the present system of inspection followed by the Collector. A visit [illegible] office to be inspected and drawing notes of inspection. The Collector [illegible] for a few [illegible] to the office [illegible]

[illegible]

inspections and make observations on the condition of the people and the problems they confront. It would set a high standard for administrative efficiency.

9. *Touring* (153-154)

(21) Touring must be in accordance with a pre-arranged programme which should be strictly adhered to. Touring of Collectors, Deputy Collectors and Mamlatdars can bring the entire district administration to its toes. It should be made obligatory on Deputy Collectors and Mamlatdars to keep horses and they may be given adequate allowance for their purchase and maintenance. Touring should be confined to the open season so that the officer is able to visit the area under his jurisdiction and come in direct contact with the people and their needs. The monsoon should be spent at headquarters, to

(a) review the work of the year ;

(b) study problems arising out of the tours ;

(c) prepare programmes and notes for development ;

(d) adjust office management and organisation ;

(e) get in touch with the parallel departments and make joint programme ;

(f) prepare annual report for government ;

(g) give instructions to subordinate officers for next year's work.

10. *Daily Diary* (155)

(22) The Collector should be required to write a daily diary in which he should record his observations on the problems and conditions he meets with while on tour in the area of his jurisdiction.

11. *Training Institution in Every Divisional Centre* (425 to 427)

(23) There is already a Training Institute for officers of the I.A.S. where they go through a very elaborate course of training—covering a well thought out syllabus. But there is no provision of institutional training for the State administrative officers. In U.P., there is an Officers' Training School at Allahabad. In Bihar, there is a Training Institution for the State Civil Service

(Executive) recruits at Ranchi. Similar institutional training should be provided for in the Bombay State for the State Civil Servants.

(24) There is an imperative need of a Training Institute in each Divisional Centre. At present there is no provision for the training of clerks. They are recruited and posted to work. Likewise there is no adequate arrangement for the training of Circle Inspectors. Nor is any training imparted to Record Keepers and Talatis. A public servant set to perform a function must know everything about it. Such knowledge is necessary for the efficiency of his work. No administration, however well organised, can hope to be efficient without well trained personnel at all levels. Therefore, Training Institutes situated in a central place in each Division should provide [illegible] facilities for training of clerks, Circle Inspectors, Record Keepers and Talatis.

The Training Institute should also be called upon to publish a Quarterly Blue Book which should give:

(a) Synopsis of instructive articles published in administrative journals.

(b) Important orders issued by the Organisation and Methods Division of the State Secretariat.

(c) Important amendments to the Land Revenue Code and Rules and B.C.S.R. in regional languages.

(d) Lists of books and reports [illegible]

12. *S[illegible] Suggestion S[illegible]* (214 to 219)

(25) [illegible] of the State.

13. *Decentralisation and Delegation of Powers* (344 to 347)

(26) Decentralisation means greater convenience to the public, less delays, better contact with the masses, less expense to the people, less corruption and greater efficiency. Delays, red tape, and harassment of the public are caused to a large extent on account of centralisation of powers. As there are supervisory powers in all superior officers, there should be no hesitation in liberally delegating some of the powers. Some powers vested in government should be liberally delegated to Divisional Officers, powers vested in Divisional Officers should be delegated to District Officers and some of these in turn should be delegated to sub-divisional and taluka officers. Powers could also be vested in village panchayats as well. Two Schedules appended (Exhibit 19 and 20) embody the powers recommended for delegation to Collector, Dy. Collector and Mamlatdar : one shows the powers under Land Revenue Code and Rules, and the other under Financial Rules. Over and above the delegation of powers indicated in these statements the following deserve special mention :-

(i) All powers of auction, i.e., fixing upset prices and sanction of sales in auction of moveable and immoveable property including village sites and other lands, the estimated value of which does not exceed Rs. 1,000 in the case of immoveable property and Rs. 2,000 in the case of moveable property should be delegated to the Mamlatdars. He may also be empowered to confirm sales of private property up to the above limits.

(ii) For cases of recovery of alien dues such as recoveries of amount of award of Co-operative Societies, Sales Tax and Income-Tax dues and all other government dues, the papers are required to be sent to the Prant Officers for fixing the upset price and for taking immoveable property under attachment under Section 155 of Land Revenue Code. As there are many cases of such types in each taluka, it is necessary to delegate the powers under Section 155 and under Section 165, of sales not exceeding Rs. 2,000 to the Mamlatdars but cases exceeding Rs. 2,000 should remain with higher authorities.

(iii) In the grant of permission to use land for N.A. purposes or addition or alteration in N. A. use, the form in

which the Sanad is to be executed [illegible] be [illegible] by the collector [illegible] to any subordinate [illegible]. The present [illegible] entails unnecessary delay in the final disposal of the case.

(iv) Prant Officers shall be empowered to relax [illegible] terms of Rule [illegible] Development Rules in respect of [illegible] areas for which they have powers to grant permission and for villages for which Taluka Officers have powers to grant permission.

(v) Side margins (permission) Taluka Officers shall be empowered to relax side margins in villages for which they have powers to grant N.A. permission.

(vi) Similarly, the P.O.s shall be given powers to relax margins [illegible] villages for which they have powers to grant N.A. permission.

(vii) Powers regarding [illegible] Rule 91 shall be delegated to the Mamlatdars.

(viii) Mamlatdars shall be authorised to [illegible] loans up to Rs. 1000 under [illegible] Act and Rs. 2500 under [illegible] Act.

(ix) Powers of [illegible] the C[illegible] be delegated to the Mamlatdars.

(x) [illegible] of the Dy. Collector [illegible] Mamlatdars [illegible] be empowered to [illegible]

(xi) Mamlatdars may be empowered to [illegible] accounts.

(xii) Mamlatdars [illegible]

(xiii) [illegible]

14. [illegible]

[illegible]

handling of correspondence which has increased tremendously after the advent of Independence are adversely affected. Public complaints of delay are partly due to shortage of staff in these subordinate offices. There are no typists in these offices and no provision of typewriters. There is no responsible person in the taluka office who can give a satisfactory explanation to the public when the Mamlatdar is out on tour. In the first instance, in all taluka offices, where there are only treasury Avalkarkuns to work as virtual superintendents of the Mamlatdar's office, one extra Avalkarkun may be given to each office. Two more posts of clerks in each Mamlatdar's and Deputy Collector's offices are also required to be sanctioned in the first instance. The officers in charge of these offices may be asked to submit proposals for further strengthening of the staff for consideration by government.

(28) There is considerable truth in the complaint that there is not adequate supervisory staff in most of the offices and the cases worked out by most of the offices go to the head of the office without proper scrutiny. Effective supervision can be exercised and necessary guidance given, if in all offices there is one supervisor for every 5 compilation clerks. On this basis, supervisory staff may be provided to ensure efficiency and intelligent action.

15. *Raising the Status of the Talati* (383 to 387)

(29) The Talati is primarily a government representative in every village for Land Revenue Administration. He also helps other Departments in a casual way. He is the eye and the ear of the government and nothing can happen in a village without his cognizance and help. He is, therefore, the most important functionary in the district and on his efficiency and integrity the whole future of district administration depends. He should be properly trained and his status raised.

(i) He should be placed in charge of a saza of manageable size.

(a) No village in the saza should be at a distance of more than four miles.

(b) The revenue Jamabandi of the saza should not exceed Rs. 10,000 or 4,500 acres of land accounts.

(c) Where the Jamabandi exceeds Rs. 10,000 he should be given an assistant Talati.

(ii) The Talati should be provided with a small library, containing books on rules and regulations and other literature provided by various departments of government. Such a library would be very useful to the villagers.

(iii) The status of the Talati should be raised by giving him a better pay-scale, a dignified designation of 'Gam Kar[illegible]' and by according better treatment.

(iv) There should be a village chora or chavdi where he could reside and hold his office.

(v) So long as he is not provided with government buildings for his residence and office he should be given a residence and office allowance of Rs 10 per month.

(vi) The Talati's office and residence should have a wing provided for touring officers and it should be equipped properly so that the touring officers may not have to depend upon the village people for small conveniences.

(vii) The Talati should be permitted to accept all kinds of applications intended for orders of higher authorities so that he may forward them with the relevant information and the opinion of the village panchayat so as to ensure speedy disposal and save the village people from the trouble of going to the taluka or Sub-Divisional headquarters and unnecessary expenditure.

(viii) The Talati should be trained in [illegible] rural development [illegible] may be [illegible]. He should work as a [illegible] to the [illegible] in the village.

(ix) [illegible] Talatis [illegible] at present.

(x) [illegible] amendments to the [illegible] Act [illegible] the Talati [illegible].

(xi) Copies of Tenancy Act and other legislation which the Talatis are expected to implement should be supplied to them.

(xii) Meetings of Talatis at the taluka office are normally held once in a month by the Mamlatdar. At this meeting circulars received from government or higher offices are read out and the Talatis are asked to take down notes. It would be advisable to send out printed translations of the circulars instead, so that the time might be utilised for useful discussions of village problems and development works.

(xiii) Talatis should be normally kept in the same saza for a period of 5 years, as frequent transfers create a sense of irresponsibility.

(xiv) The contingent grant of Re. 1 per month is inadequate as work has considerably increased. It should be increased to Rs. 2 per month.

(xv) Talatis should be supplied with printed copies of village account forms 1 to 17, as considerable time is wasted in copying.

(xvi) They should be given wooden or tin boxes or small cupboards for the safe custody of village records and accounts. His office should be fully equipped.

16. *Rural Telephones* (388 to 392)

(30) A modern system of government calls for modern methods. Like the radio, telephone has also become a necessity in the complicated modern conditions where quick action is required. The telephone will bring all villages in direct contact with all the Departments. This may appear a costly business but to start with telephones may be introduced in areas where an electric grid system is working. Hitherto, we have been accustomed to judge new proposals from purely State point of view, and from that of direct financial outlay. The former States of Morvi, Gondal, and Bhavnagar had rural telephonic system before the formation of Saurashtra State and it was continued by the Saurashtra Government as it rendered useful service to the village people, the merchant class as well as to the administration. Therefore the State Government may arrange with the Central Government to connect all important centres in a taluka by telephone. This facility would save unnecessary trouble and expense to the

village people who are frequently required to visit [illegible] offices. It would also help the [illegible] in the discharge of their duties.

17 *Telephones in District Offices* (388)

(31) All important offices such as those of the Mamlatdars, Police Sub-Inspectors, Deputy Collectors [illegible] provided with telephones at present. They should be provided with telephones with extensions to their places of residence. It is absolutely necessary in the interests of the administration that all executive public servants who have got direct dealings with the public should be provided with telephones. It is strange that even in towns like Navsari and Bulsar, the Deputy Collector cannot consult the Collector, or [illegible] the Mamlatdar through telephones.

18 *Peons* (431 to 432)

(32) What Dean Appleby has observed in regard to the morale of subordinate services in general applies with equal force to the subordinate services in the District Administration. He writes:

"Subordinate employees here are rather generally treated with disrespect. They get sharp directions to do this and that but have rare real participation in the [illegible] of trouble [illegible] They [illegible] and on the rare occasion when [illegible] as differentially at attention as [illegible] when an officer or Minister walks down a hallway."

(a) The kind of attitude and treatment [illegible]

(b) It must be remembered that [illegible]

(33) *Non-financial Incentives*

Cases of exceptional and outstanding work should receive special recognition by (*i*) letters of commendation under the signature of Ministers, (*ii*) entry of meritorious work in the personal record of the persons concerned.

(34) *Financial Incentives*

(i) Special pay in recognition of meritorious work.

(ii) Accelerated increment to recognise good work.

The present system provides a certain amount of financial incentives in the granting of annual increments. But, if the increments were granted less as a matter of course and more as a specific reward for good and satisfactory work, their effects as incentives would be considerably increased. It should be definitely recognised that employees applying for increments which are falling due should make out a specific case for their being given them, and not that a specific case should be made out if it is proposed to stop or defer an increment.

19. *Functions of Organisations and Methods Division* (204 to 206)

(35) The orders issued by the Organisations and Methods Division in the Secretariat as well as those passed by the Collector's Organisations and Methods Unit, deal only with the correctives in the working of the offices. But over and above these, it is essential to simplify the procedures and decentralise powers. There is a general complaint against the methods, procedure, regulations, both administrative and financial, which were prescribed years ago and which fail to meet the needs of a progressive Welfare State.

20. *Simplification on Administrative Side* (224)

(36) Most of the rules were made under previous administration and they need revision to suit new conditions where quick decisions have to be taken. Therefore the departments may be asked to examine the procedures, rules, regulations, standing orders, pertaining to their departments and to make recommendations to simplify such procedures which are considered to be cumbersome, wasteful, irksome, causing delays and working as a sort of handicap and harassment to the people. If the rules and regulations prescribed years ago do not fit in with the new environ-

ment, they must be changed. The departments may be asked and given full scope to suggest amendments so as to enable the Secretariat Departments to prepare amending Bills.

## 21. *Measures for Simplifying Financial Procedures* (225 to 229)

(37) As regards the financial accounting and auditing procedures, there are general complaints that they are cumbersome, causing harassment, and resulting in bottlenecks.

(i) They impede rapid functioning of the civil service.

(ii) Persons to whom Government Departments owe money do not get their money claims in time.

(iii) Persons wanting to pay money to government have to waste hours before they are able to pay their dues and obtain receipts.

(iv) Many government servants going on earned leave have to wait for their pay slips for months to enable them to get their pay.

(v) Pay slips are not issued in time at the time of transfers of government servants with the result that government employees do not get their pay at the new places of the transfer and they undergo considerable financial hardship.

(vi) Government employees do not get their pension for considerable period after their retirement.

(vii) Amounts of compensation are not paid to the claimants for a very long time after the declaration of the award.

(viii) Co-operative House Building Societies do not get the amount of loans required by them for a long time.

(ix) The village panchayats do not get government grants until the expiry of more than half the official year and, therefore, are unable to undertake works useful to the village.

The only remedy that we recommend is that a high power committee [illegible] and general departments should be appointed with terms of reference to examine [illegible]

A. The Financial Devolution Rules,

B. Fundamental Rules,

C. Treasury Rules,

D. Civil Service Rules,

E. Civil Accounts Code,

F. Budget Rules, and

G. All other financial regulations

and propose amendments to simplify the procedures so as to fit in with the requirements of a Welfare State.

## II SIMPLIFICATION OF PROCEDURES SUGGESTED IN THE DISTRICT ADMINISTRATION

1. *Land Acquisition* (237 to 246)

(38) It will be seen from the details given in the body of the report that the existing procedure prescribed for acquisition of private property for government or public or private use is extremely cumbersome and complicated. The following steps may be taken to secure prompt declaration of awards in Land Acquisition proceedings :-

(a) Land Acquisition Rules should be amended so as to empower the Dy. Collector to notify acquisition of lands in individual cases when the land to be acquired is for a public purpose and when the proposal is initiated by a department of government.

(b) In other cases, after government have passed administrative orders to acquire land for private purpose, the proceedings should be dealt with by the Dy. Collector.

(c) The Dy. Collector should be empowered to hear and decide objections under Section 5A against acquisition of land from interested persons in respect of land required for public purposes and in respect of private purposes. The objections should be sent to government for orders.

(d) In respect of (b) above, one appeal to the next higher authority, *viz.*, to the Collector against the decision of the Dy. Collector, should be allowed.

(e) [illegible] final [illegible] Government at present [illegible]

(f) Land Acq[illegible] awards [illegible] in respect of awards below Rs. 5000 [illegible] between Rs. 5000 and Rs. 10000 [illegible] Rs. 10000 and Rs. 20000 [illegible] Rs. 20000 [illegible]

2. [illegible]

(39) [illegible]

(40) [illegible]

[illegible]

(41) [illegible]

4. *Procedure for Measurement of Private Fields and Boundary Marks (320 to 323)*

(42) The present procedure for measurement of private fields should be changed. The District Inspector of Land Records should be authorised to receive applications for measurement and to dispose them of.

(43) The District Inspector of Land Records instead of the Dy. Collector should be empowered to fix boundary in case of disputes between parties because the Dy. Collector has to pass orders in accordance with the measurement sketch prepared by the District Inspector of Land Records.

(44) One Cadastral Surveyor should be attached to every taluka to carry out boundary marks and verification work in each taluka under the supervision of the Mamlatdar.

5. *Disposal of Waste Lands* (324 to 325)

(45) There are as many as 17 G. Rs. in respect of disposal of government waste lands issued by government in R.D. from 17-3-48 to 18-2-53. They embody principles on which the waste-lands are to be disposed of. It is too much to expect the respective compilation clerks and the officers to remember the principles underlying all the 17 G. Rs. To ensure quick disposal, the G. Rs. issued from time to time should be incorporated in the appropriate rules and correction slips supplied to all officers. Reprint of the Rules should be issued every five years with up-to-date correction slips and copies supplied to all officers. G. Rs. affecting the public may be given effect only after the rules incorporating them are published in the regional language in the Government Gazette.

6. *Remission of Himayat and Akashia Assessment* (334 to 335)

(46) Proposals for remission of Himayat and Akashia assessment should be submitted by December and orders passed by January so that khatedar and kheduts may know in time their liability and may not be compelled to sell their agricultural produce late in the season at lower prices.

7. *Administration of Money-Lender's Act* (327)

(47) No system has been devised or special staff employed to check unauthorised money-lending in the rural areas. Thus

there is a large scope for [illegible] money lenders. [illegible] devices are adopted to circumvent the [illegible] of the [illegible]. The existing revenue machinery hardly [illegible] the law. It may be considered whether the Co-operative Department supervision will be a suitable agency to check [illegible] lending.

III OFFICE PROCEDURE PERTAINING TO CORRESPONDENCE

(48) Rules incorporating [illegible] subject of [illegible] correspondence as shown in the body of the report should be drawn up and prescribed for Departmental Examinations and Clerks' Training Class. (210 to 212)

(49) Turnar system of correspondence should be followed in all offices from the Collector's down to those of subordinate offices and letter system should be followed when orders are to be obtained from superior officers. (98)

(50) Comprehensive [illegible] should be [illegible] with the facts of the case, [illegible] on which orders are [illegible] discussing the *pros* and *cons* and [illegible] and the opinion of the officer [illegible]. Where necessary, opinions of other department officers in the area should be obtained and quoted. This will [illegible] frequent references before final orders are passed. (211)

(51) While calling for supplementary information from subordinate officers [illegible] should be called for [illegible] on which [illegible] (113, 118)

(52) Before [illegible] correspondence [illegible] of officers [illegible] should keep [illegible] the correspondence has taken [illegible] should be taken if it is found that there is [illegible] reference. (107, 414)

(53) Comprehensive [illegible] (128)

(54) The system of [illegible] in the [illegible]

and outward Registers introduced so that compilation clerks in offices may not have to waste their time in entering the correspondence in the work-sheets, in the Docket Sheets and in the Special Registers, but be free to devote more time and attention to the study and disposal of the cases to be dealt with. (103, 104, 364)

(55) The Anderson system allows the papers in the various offices to go without any record of receipt, and one general complaint from the public has been that papers get lost or mislaid. It is therefore suggested that all papers received by post or local delivery in all offices should be inwarded and entered in a register of distribution and distributed to the sections in bigger offices and to individual clerks in smaller offices, after obtaining the initials of the receiver in token of his having received the numbers. (102)

(56) The practice of sending one copy to the Prant Office for collecting information from all talukas should be stopped. The Collector should forward all copies to Taluka Offices direct and one copy of the same reference to the Deputy Collector. The Taluka Office should be asked to submit the information through the Prant Officer. This procedure will ensure prompt collection of information in the Collector's office from all talukas.

(57) All orders requiring compliance at village level should be issued by the Collector in the regional language for convenience of village officers instead of leaving the order to be translated by the Taluka Office. (325)

### IV. COLLECTOR'S OFFICE

(58) A Registry Section should be opened in the Collector's office so as to enable various compilation clerks to attend to the correspondence work promptly without undue delay. Though the Government had issued orders to organise a Registry Section in the Collector's office, it has not been done so far, because no orders sanctioning the necessary staff have been issued even though a year has elapsed. (104)

(59) The register of interviews required to be maintained by the Collector and his P.A. should be discontinued as it takes a considerable time of the Collector and his P.A. The time required to be spent in maintaining the elaborate register could be utilised for better purposes. (172)

(60) All correspondence that comes to the office should be checked to ensure efficiency and to avoid delay, dilatory procedure and wasteful correspondence. The attention of the officer should be immediately drawn to the defects noticed. (105)

(61) The census of arrears taken has revealed that there are 615 cases pending over 10 years; there are [illegible] cases remaining undisposed of for over one year. It is not desirable to allow such large number of cases to remain undisposed of for over a year. A special effort should be applied to follow up the cases remaining undisposed of for a period exceeding one year; and to arrange for their speedy disposal if necessary by camping at various centres. (107)

(62) Submission of a quarterly statement of arrears (*Table 9*) with a list of cases pending over six months, with reasons for pending explained, should be introduced. Each officer should submit such a statement to his immediate superior officer who should scrutinize the list and the reasons and take the necessary steps for disposal. After scrutiny the Collector should submit the statement to the Divisional Officer who should report to the Government cases pending over one year with reasons and steps taken or proposed to be taken for disposal. This system [illegible] and stop them from allowing arrears over 2, 5, 10, and 20 years as revealed by the census. (118)

X. SELECTION, TRAINING, EXAMINATION AND [illegible] OF CLERICAL ESTABLISHMENT (410 to 412 and 421 to 424)

(63) (a) In order that the standard of recruitment to the clerical cadre may be raised, applications from candidates securing not less than 50 per cent marks at the S.S.C. Examination and not less than 40 per cent marks at the Degree Examination [illegible] should be received. (b) Selection should be made by a Committee of officers at the [illegible] Government. (c) The selected candidates may then be attached to different departments and then should be employed [illegible] in different departments. [illegible]

(64) (a) [illegible] should be started [illegible]

mendation No. 24 above. An experienced assistant having a thorough grasp of various subjects such as Financial Rules, Record and Survey Rules, etc., should be placed as the head of the Institution. (b) The period of training may be six months of which 4 months may be devoted to theoretical and 2 months for practical training. (c) The syllabus of training may include the following subjects :

1. Office Procedures & Methods.
2. Correspondence Rules, Noting and Drafting.
3. Precis Writing.
4. Civil Service Rules.
5. Financial Rules.
6. Government Servants' Conduct and Discipline Rules.
7. Record Rules.
8. General principles of good administration.

Under this head the clerk will be taught the value of integrity, courtesy, punctuality and expedition in the disposal of work.

9. Constitution and functions of various departments of Government.

10. Directive Principles of Constitution of India.

(d) After the completion of the course, examination should be held and the successful candidates should be posted in the offices in which there are vacancies. (e) Candidates should be given two chances to pass the examination. Howéver a third chance may be given by the Principal of the class with the approval of Divisional Commissioner in genuine cases.

(65) The syllabus for Departmental Examination prescribed should include standing orders, G. Rs. and G. Cs. relating to all subjects dealt with by respective departments. At present these are not included and the clerks remain uninitiated into this important aspect of work.

(66) There should be no restriction in allowing clerks to appear at the R.Q. Examination (Revenue Qualification Examination). Any clerk who has passed the Revenue S.S.D. (Sub-Service

Departmental Examination) Examination should be allowed to appear at the R. Q. Examination. This will have a very healthy and salutary effect on morale [illegible] the officers as most of the clerks will endeavour to equip themselves with better qualification. (423-430)

## VI TRAINING OF CIRCLE INSPECTORS AND TALATIS (323 AND 385)

(67) The existing arrangements for training of Circle Inspectors require to be improved. At present the training is conducted for a period of 31 days. The course of training covers 18 subjects and they are to be completed within 31 days. Different officers of the district including the Collector are required to impart instructions. The Collectors and the Dy. Collectors have various engagements and the dates allotted to them for holding the class have to be changed due to unexpected urgent work. At present the Circle Inspectors are given training in survey only for four days. The present training is obviously inadequate. Training classes for C.Is should be held at the Divisional Training Institute proposed earlier. Considering the number of subjects in which instructions are to be imparted, the period of training should be at least 3 months.

(68) Similarly, arrangements for the training of Talatis in survey, rural uplift, collection of revenue, etc., should be made at the Divisional Training Centre proposed earlier. The period of training in the case of Talatis may also be fixed at [illegible]

*Supervision* ([illegible] to [illegible]72 and 413-415)

(69) The work of [illegible] clerks should be [illegible] by senior clerks or Avalkarkuns [illegible] [illegible] Aval Karkun [illegible] Avalkarkun. In the [illegible] Treasury Avalkarkun [illegible] Avalkarkun [illegible] Avalkarkun [illegible] [illegible] [illegible] [illegible] [illegible] [illegible] [illegible]

(70) The taluka office being the basic unit of general administration with which people in rural areas are more frequently concerned, the working of the department will depend on the efficiency at this level. The taluka officer should be able to stay at the headquarters for at least 15 days to attend to cases under the Mamlatdars' Court Act, grant interviews, attend meetings and have general supervision over the office.

(71) A Time Slip should be appended to the front page of a case more than six months old, showing the date of origin of the case, date of receipt in the office and date of disposal.

## VII. VILLAGE FORMS (371 to 375)

1. *Tagavi*

(72) (a) Tagavi forms I and III consist of loose pages. This leaves scope for removal of an entire khata. In order to eliminate such a possibility the two Tagavi forms should be supplied in printed pucca bound books as in banks. (b) So long as there is no other financial agency in the village, adequate provision for Tagavi loans should be made in the budget. (c) Tagavi accounts should be audited by the Government Auditors instead of leaving them to be inspected by Revenue Officers only.

2. *Pahani Patrak*

(73) (a) Considering the importance of village records in regard to tenancy legislation the Village Form No. VIII—Pahani Patrak, which is now maintained on loose leaf system, should be maintained in one Register in a bound book meant for the whole village. (b) In the remark column of Pahani Patrak, the number of all kinds of trees should be recorded instead of only fruit trees against each survey number. (c) Nature of soil, whether Jarayat, Kyari or Bagayat should be recorded in the Pahani Patrak against each survey number as very often it happens that Jarayat is converted into Kyari or Bagayat after the Revision Settlement.

3. *Khatavahi*

(74) (a) Village Form No. VIII-A (Khatavahi) should be of five years instead of 10 years as at present. It cannot be properly maintained and entries correctly recorded for a period exceeding 5 years. (b) Village Form No. VIII-B should be prepared new

every five years [illegible] five years without inconvenience.

4 *P[illegible]*

(75) [illegible] No. IX [illegible] Instead of [illegible] (Pahach [illegible]) [illegible] leaf receipt [illegible] Of [illegible] check the recoveries [illegible] that defalcations [illegible] The receipt book (Pahach [illegible]) [illegible] of information [illegible] serve as a [illegible] book for the cultivators [illegible] determine [illegible] The book [illegible] on the survey number.

VII RECORD KEEPING [illegible]

(76) [illegible]

77 [illegible] A I C D I [illegible] Mr A[illegible]

(78) The Divisional Training Institute proposed earlier should provide for a short course of a month for the training of record clerks.

(79) A daftarband or attender should be attached to each record office.

## IX. GENERAL

1. *Scheme for Review of Work of Officers* (283)

(80) The standard for reviewing the work of the officers of the grade of Mamlatdars, Asst./Dy. Collectors and Collectors should be prescribed and their work should be reviewed every six months on the following lines.

(i) The review should be for each individual officer by name and should be based on a six monthly summary of his work recorded in the statement accompanying his diary every month.

(ii) The Mamlatdars should be required to send their diaries with the statement duly filled in, to the Dy./Asst. Collectors who will sanction the diaries and transmit the statement to the Collector. The Dy./Asst. Collector will send their diaries with the statement to the Collectors.

(iii) At the end of each half year, i.e., on the 1st of April and 1st of October, the Collector should prepare a summary from the statements of the preceding six months and review the work of Mamlatdars, and Dy./Asst. Collectors in his district; the reviews should be sent to the Divisional Officer (Com.).

(iv) The review should be in two parts under the following heads :

*First part*

(a) Touring and inspection,

(b) Office work,

(c) Implementation of Land Reforms,

(d) Development activities,

(e) Miscellaneous.

This part of the review may be based on the performance as seen from the statements of work (taktas) accompanying the monthly diaries and kept for review in the Collector's office.

*Second part*

The second part of the review will be confidential and should be prepared by the Collector himself written in his own handwriting and sent under his seal to the Divisional Officer (Comm.) who will keep it in his confidential book. This part of the review will be limited to the following heads:

(a) punishment or disapprobation, conveyed during the period;

(b) any confidential enquiries made against the officer during the period and the Collector's findings thereon;

(c) reputation of the officer; any adverse comments in that regard to be based on definite facts;

(d) tact and judgement;

(e) how far the officer inspires confidence in the people and evokes their cooperation;

(f) nature of approach, whether he is formal or official.

Both parts of the review should form an important part of the proposals regarding promotion to higher cadre or for selection for a special job carrying special pay.

These reviews will considerably help the assessment of worth of officers in the three Cadres which are concerned with the District Administration. This system will serve a better purpose than that served by the present system of writing confidential reports which are usually not supported by documentation and are open to the criticism that at times they are written under [illegible], prejudices, likes and dislikes.

The scheme of reviews [illegible] here is intended not merely for summing up a general worth but also for the assessment of comparative abilities.

2. *Reports and Returns* [illegible]

(81) There are too many reports and returns called for by higher officers from subordinate officers. This and [illegible]

disinclination to check performanc on the spot. Instead of merely going through and filing the reports and returns, useful purpose would be served if the reports and returns are propeıly scrutinised and commented upon. These should be called only upto the time necessary and then discontinued, so that the work at subordinate offices may not increase unnecessarily.

3. *Forms and Stationery* (375-377)

(82) Instead of supplying stationery articles as per sanctioned quota it would be more convenient and economical if stationery is sanctioned in terms of money for each office, and each office is allowed to purchase stationery from the Government Stationery Depot to the extent of the budget grant allotted. Local purchases should be allowed in case of articles that are not in stock with the Government Depot and certified as such by the Stationery Department. There have been occasions in many offices in the District when they have to borrow stationery articles from other offices or privately buy articles which are not in stock.

(83) Standard forms are printed and supplied by the Government Press according to the indents submitted by various offices every year. As the work in all offices is expanding continuously forms are exhausted and clerks have to waste their time in copying the forms. To cope up with such situations, in case of urgency, when the stock is exhausted, Mamlatdars should be allowed to have them printed locally upto Rs. 25 in a year, Deputy Collectors upto Rs. 100 and Collectors upto Rs. 500.

## X. AIDS TO EFFICIENCY

1. *Standard Forms and Translations of G. Rs.—Reprinting Rules, etc.*

(84) Enquiry forms listed in Exhibit 15 should be prescribed as standard forms after being revised by a small committee and approved by government; printed copies should be supplied to all Revenue offices. (208)

(85) Government Resolutions and Circulars should be wıitten in simple language and should be translated into the regional language by the Government Translator at the State Headquarters and copies sent to the Collectors so as to be made available to all Revenue offices, including the village Talatis. (200 to 203)

(87) There are a number of Government [illegible] from time to time in respect of [illegible] 17 G. P. [illegible] by Government [illegible] from 1773 [illegible] to 1825 [illegible] G. P. [illegible] It [illegible] G. R. [illegible] Revenue [illegible] G. P. [illegible] Register [illegible]

(87) The G. [illegible] 22.

(88) [illegible] Tal [illegible] D. [illegible] O. [illegible] G. [illegible] S. O. [illegible] 26.

(89) [illegible] Government [illegible] S. [illegible] O. [illegible] 28.

(90) [illegible] G. R. [illegible] G. C. [illegible] D. [illegible] O. [illegible]

[illegible]

(a) Shortage and dearth of residential accommodation has, of late, been a cause of stress and strain to the subordinate service personnel. Lack of residential accommodation undermines efficiency, makes the members of the staff restless, unhappy and resentful. It is essential that staff quarters should be built in every district and taluka headquarters.

(b) Provision of recreation centres at the district headquarters for the subordinate employees of all departments would inculcate discipline, team-spirit and harmony. Financial aid in the shape of grants should be placed at the disposal of Collectors.

(c) Electric lights and fans should be provided in all offices.

3. *No Frequent Transfers* (253, 287-288)

(92) The policy of Government not to transfer officers before 3 years is not observed by Government as reflected in Statement *Exhibit 16*. District officers emulate the Government in not observing the policy. The result is frequent transfers of Collectors, Deputy Collectors, Mamlatdars, Avalkarkuns, Circle Inspectors, Clerks and Talatis which dislocate continuity of work.

Normally officers should not be transferred before 4 years, subordinate service staff before 5 years. This principle should be rigidly observed unless it is unavoidable.

4. *Leave Reserves, Distribution and Posting*

(93) There are no leave reserves kept at the disposal of the Collectors. Earned leave and sick leave are allowable and have to be sanctioned. For want of leave reserves in different categories, work is hampered, resulting in arrears and laxity. Leave reserves should be sanctioned for all categories of employees from Talatis to Collectors. (424)

(94) There should be two categories of clerks, *viz.*, Senior Clerks and Junior Clerks. The former should be given the work of major and minor compilations, and the latter, the work of registry, despatch, record, copying, typing, library, deadstock, stationery etc. (359)

(95) Due to unequal distribution of work between clerks in the offices, some of the clerks are overburdened while some have considerable leisure. The work of the overburdened clerks runs

into arrears and causes delay. To remedy this drawback the Head of every office should take personal interest and study the volume of work for each compilation and evenly distribute the work between the clerks, so that no arrears may accumulate and no delay may be caused. (416)

(96) At present clerks are not posted in their home talukas. This bar works as a great hardship to willing and the devoted workers. The bar should be lifted and requests for mutual transfers of clerks in their home districts and talukas should be granted liberally. (432)

## 5. *Office Accommodation and Equipment* (333)

(97) Working conditions in the offices must be improved in the interest of efficiency.

(i) Due to scattered location of various district offices in hired buildings, supervision and personal discussion, when necessary, becomes difficult or time is wasted. So long as it is not possible to have government buildings, instead of allowing each office to hire accommodation for itself, one or two buildings in a compact area for all offices should be selected and hired.

(ii) In the government buildings as well as in hired buildings electric lights and fans should be immediately provided. For want of electric light many offices have to stop working after 5 p.m. In [illegible] when the weather is cloudy the work has to be [illegible] for long periods.

(iii) Many offices are not provided with typewriters and hence considerable time of the clerks is wasted in [illegible] can be typed and in copying. Every office should be provided with one typewriter in the [illegible] all [illegible]

## Part III

# CHAPTER VI

## STRUCTURE AND SET UP OF DISTRICT DEVELOPMENT DEPARTMENTS AND ORGANISATIONS

449. The twin responsibilities of the State until the end of the Nineteenth Century were the protection of the lives and property of the people from internal disorder and external aggression. As already noticed, the resources of the state for these purposes were mainly derived from land revenue. Therefore the administrative structure has been evolved around the main function of collection of land revenue in every state. The police and judicial departments were set up next to strengthen the administrative machinery for the maintenance of law and order within the country. With the growing duties and responsibilities of the state in the present century for the welfare of the people, various agencies of government had to be progressively set up for the purpose of efficiently discharging these functions.

### TWO CATEGORIES OF AGENCIES

450. These agencies can be grouped into two categories;

(A) Government Departments concerned with Development.

(B) Institutions concerned with Development.

Under (A) there are the following main departments :

(1) Agriculture
(2) Co-operation
(3) Education
(4) Health
(5) Industries
(6) Public Works and Irrigation

Under (B) there are the following Statutory and non-Statutory Institutions :

*Statutory*

(1) District Local Boards

(2) Village Panchayats

[illegible]

(3) D[illegible] Development Boards

(4) Taluka Development Boards

(5) C[illegible] Projects and National Extension Service Blocks with Advisory Committee

(6) Sarvodaya Centres

(7) Committee of District Officers of various Departments

A. GOVERNMENT DEPARTMENTS CONCERNED WITH DEVELOPMENT

1. *Agricultural Department*

451. The Department of Agriculture [illegible] these Development Departments and therefore it will be appropriate to [illegible] In the Agricultural Department the administrative [illegible] at the level of the [illegible] [illegible] Such [illegible] [illegible] The [illegible] District Agricultural Officer. [illegible]

452. There [illegible] the State [illegible] [illegible]

[illegible]

453. An agricultural experimental and research station has been established at Surat. The following schemes are undertaken by the Station : (1) scheme for breeding high yielding and wilt resistance varieties of cotton, (2) scheme for interspecific hybridisation in cotton with the object of evolving long staple strains for cultivation under rain-fed and irrigated conditions. There is a farm and experiment station at Gandevi where trials on chikku and pineapples are taken.

454. A Livestock Inspector is attached to the office of the District Agricultural Officer. In addition to the general supervision of livestock work done by him, the work of key-village and artificial insemination scheme at Kadok Taluka, Bardoli, is entrusted to him. A Veterinary Officer is also attached to the department. Four Agricultural Assistants and two Stockmen working under the key-village scheme are under the control of the Veterinary Officer. There are four Bull Attendants working in the key-village scheme.

2. *Co-operative Department*

455. The Assistant Registrar of Co-operative Societies, a class II officer, represents the department at the district level. He is entrusted with the organisation, supervision, and audit of the various types of co-operative societies in the district. He has also the additional responsibility of promotion of the scheme of cottage industries. The three main branches of activity of the Co-operative Department at the district administrative level are (1) organisation of co-operative societies and markets, (2) audit and (3) promotion of cottage industries.

456. The District Co-operative Officer assists the Assistant Registrar in his office work and also tours the district for conducting special enquiries on the affairs of the co-operative societies entrusted to him. There are two Assistant Co-operative Officers who are entrusted with the special function of the supervision of the societies and of guidance. At the taluka level, the Supervisor of co-operative societies inspects the accounts and exercises general supervision over the assistants in the taluka. The Audit Section has a strength of 4 auditors, 2 additional officers and 7 sub-auditors. There is a separate officer for the promotion of village industries and industrial co-operatives. Similarly, there is a district officer for the promotion of handloom industries alone.

*Functions*

457. The main function of the different officers of the Co-operative Department is to organise various types of co-operative societies such as Agricultural Credit, Co-operative Farming, Agricultural Produce Processing, Lift Irrigation, Sale Societies, Fisheries Societies, Industrial Producers Societies, Urban and Rural Credit Societies. The organisation's aim is to bring under co-operative fold the economic life of the people, and to promote thrift, self-help and mutual help amongst the people through co-operation.

*Types of Co-operative Societies*

458. Statement Exhibit 24 shows the various types and number of societies functioning in the district on 30-6-1958. Of the total number of 891 societies, 169 were in A class, 385 in B class, 219 in C class and 118 being newly started, were not yet audited and therefore not classed.

The rural population of the District is 14,33,139, of which the population covered by the 662 primary Rural Societies is 5,16,870, the membership of the societies being 1,03,374. This nearly 36 per cent of the rural population is served by the movement. The percentage of total number of villages covered by 662 societies is 88.6, according to the figures supplied by the Assistant [illegible]

At present there are 181 Group Multi-purpose Societies, 34 Cotton Sales Societies, 15 Fruit and Vegetable Societies and 15 Purchase and Sale Unions which are marketing agricultural produce of the District.

Out of 1,05,000 bales of cotton produced in the District, 42,000 bales were sold through cotton sale societies of the District. This works out at 40% of the total production. The value of these sales amounts to Rs. 1,15,42,814.

It is estimated that about Rs. [illegible] worth of fruits and vegetables are produced in the District [illegible] Rs. [illegible] worth of fruits and vegetables are exported out of the District. Of these, fruits and vegetables of the value of Rs. [illegible] are exported through co-operative societies.

There are 11 Lift Irrigation Societies with 306 members and with an irrigable area under them of [illegible] acres, 35 [illegible]

Area brought under irrigation is 656 acres, 23 gunthas. Loans and subsidies advanced to these societies amounted to Rs. 99,523 and Rs. 1,13,652 respectively.

There are 15 co-operative farming societies having 768 members. The total area covered by the co-operative farms is 1,368 acres, 9 gunthas. Area actually cultivated was 1,174 acres, 32 gunthas. The total income from the farms was Rs. 87,331. Amounts of loans and subsidy received from government were Rs. 40,000 and Rs. 18,700 respectively.

There are 105 Backward Class Housing Societies having a membership of 3,085. Of these only 37 have been given lands measuring 111 acres, 36 gunthas. Only 241 tenements have been constructed and 9 are under construction. Loans and subsidies from Government amounted to Rs. 1,86,586 and Rs. 1,58,258 respectively. The main reason for delay in construction of tenements is, as we shall see later, the long time taken for acquisition of housing sites and the lengthy procedure involved in obtaining approval of the lay-out plans by the consulting surveyor to the Government of Bombay. Unless the plans are approved by the consulting surveyor, loans cannot be obtained from the Government.

*Societies in Navsari and Chikhli Talukas*

459. Statement Exhibit 25 shows the different types of societies in the two Talukas of Navsari and Chikhli which were taken up for intensive survey. There are no Lift Irrigation or Co-operative Farming Societies in any of these two talukas. Though Chikhli is a backward taluka no house-building societies for backward class people are functioning. There are 22 Housing Societies in the Navsari Taluka which is a National Extension Service Block, but no tenements have been built, for the same reason mentioned above.

*Industrial Co-operatives*

460. Annexure Exhibit 26 gives the various types of Industrial Co-operative Societies. There are about 55 societies of the types such as Cane and Bamboo work, Nira and Palm Gur Societies, the Salary Earners' Societies and the like.

As many as 161 societies went into liquidation and several others are defunct. This has happened particularly after decontrol of foodgrains. Societies called themselves as multi-purpose merely because they started to supply controlled articles but they had no interest to work as multi-purpose societies in a true sense.

*Peripatetic Industrial Schools*

461. There are the following three peripatetic schools in the District:

(1) Lacquer Work School at Umar;
(2) Leather Work School at Navsari;
(3) Cane and Bamboo Work School at [illegible].

In these schools students coming from professional workers' families and backward classes are trained in these arts. The students are paid stipends of Rs. 15 to 20 per month.

3 *Education Department Set Up at District Level*

462. The Head of the District Education Department is the Educational Inspector (B.E.S. Class I) who is assisted by a Deputy Educational Inspector (Class II). In addition to assisting the Educational Inspector in the office work, the latter has to inspect secondary middle schools, primary schools, social education classes, village libraries and special institutions. He also supervises the work of Assistant Deputy Educational Inspectors and checks the Inspection Reports submitted by the latter.

463. There are 38 Assistant Deputy Educational Inspectors in the Surat District, each in charge of a beat comprising about 50 to 60 schools. They supervise and inspect primary schools, village libraries, social education classes and look after the enforcement of compulsory primary education. Graduate A.D.E.I.'s [illegible] primary schools [illegible]. There are two Assistant Deputy Educational Inspectors for Physical Education.

*Functions of District Educational Organisation*

464. The main functions of the District Educational Organisation are to supervise and inspect the [illegible] and [illegible] the [illegible] schools, [illegible] and grant [illegible] Government [illegible] schools and [illegible] Government [illegible] [illegible] the Gymnasia and [illegible]. The [illegible] [illegible] District.

The [illegible] of [illegible] District School Board, a Government Administrative Officer [illegible]

appointed to work under the School Board. Similarly, the Social Education Officer of Government in the District works under the Chairman of the Regional Social Education Committee for Gujarat whose Headquarters is at Surat.

465. Statement Exhibit 27 gives the set up of the District Educational Organisation. The recognised primary schools in the District number 1,688 with a strength of 2,11,632 pupils. There are 81 secondary schools, 17 special institutions, 368 village libraries and 639 social education classes. So far, 24 schools have been converted into Basic Schools. There are three Training Colleges for training primary school teachers.

466. According to the census of 1951, there were 2,063 towns and villages in the district. The number of villages having no schools has diminished from 730 in 1953-54 to 478 in 1954-55 as a result of the introduction of the system of group schools and the scheme of peripatetic teachers in villages with a population of less than 500. The opening of mass literacy schools by private voluntary agencies in the backward areas of the district has also contributed to this. The Municipal School Board, Surat, introduced compulsory education on 1-1-1920 and the District School Board, Surat, introduced compulsory education from 1-6-1947 in 307 villages with a population of 1,000 and above. With the merger of the Navsari District of the Ex-Baroda District where compulsory education was in force, with the Surat District, 664 towns and villages were brought under the scheme of compulsory education.

467. The expenditure on primary education in the District of Surat is as below :

DISTRIBUTION OF EXPENDITURE ON PRIMARY EDUCATION BY GOVERNMENT AND LOCAL BODIES

| Year | State Government | District School Board Funds | Municipal Funds |
|---|---|---|---|
| 1953-54 .. .. .. | 46,94,490 | 3,30,225 | 5,81,127 |
| 1954-55 .. .. .. | 47,39,576 | 4,41,611 | 4,58,808 |

| Year | Fees Rs. | Other Sources Rs. | Total Rs. |
|---|---|---|---|
| 1953-54 .. .. .. | 69,733 | 1,30,666 | 58,26,241 |
| 1954-55 .. .. .. | 1,58,108 | 2,81,957 | 60,80,600 |

The expenditure on primary [illegible] Government [illegible] to the extent of 75 [illegible]. [illegible] an increase [illegible] of Government [illegible] boards to charge fees.

The problem of accommodation has been [illegible] solved through the [illegible] 1962 [illegible] 1,24,650 [illegible] the operation of the system.

The majority of the schools in the Surat City area and the backward areas of the District [illegible] buildings. [illegible] types of accommodation.

| | Owned by District School Board | Rented | Rent free [illegible] | Total |
|---|---|---|---|---|
| Boys' Schools | [illegible] | [illegible] | [illegible] | [illegible] |
| Girls' „ | 48 | [illegible] | — | [illegible] |
| | 657 | 42 | [illegible] | [illegible] |

There are 5,157 ([illegible] Men [illegible] 1,105 Women) [illegible] the primary schools in the District [illegible] Women) are trained [illegible] 1,971 ([illegible] Men [illegible] Women) are untrained.

*Secondary Education*

[illegible]

| | | |
|---|---|---|
| Government [illegible] | Rs. 12,[illegible] | [illegible] |
| [illegible] | Rs. [illegible] | [illegible] |
| Fees | Rs. [illegible] | [illegible] |
| Other Sources | Rs. [illegible] | [illegible] |
| | Rs. 24 [illegible] | [illegible] |

*Education to Backward Classes*

469. There are 84,596 backward class pupils attending the primary schools, 2,364 attending the secondary schools, 76 attending the primary training colleges and 5,585 attending the social education classes. The expenditure under this head is given below :

| | | Rs. |
|---|---|---|
| 1. | Scholarships in primary schools .. .. .. | 1,05,378 |
| 2. | Scholarships in secondary schools .. .. | 8,727 |
| 3. | Free grants to non-Government secondary schools .. .. .. .. .. | 1,34,887 |
| 4. | Stipends in Training Colleges .. .. .. | 5,564 |
| 5. | Free grants to backward class pupils in non-Government Training Colleges .. .. | 2,498 |
| | Rs. | 2,57,054 |

470. The District School Board maintains 16 hostels for backward class pupils at the cost of Rs. 1,41,203 per annum. There are also 3 ashram schools for them. There are 148 boarders in the hostels and the cost to Government is Rs. 1,34,792 per annum.

*4. Health Services*

471. The Department of Health and Medical Relief is concerned with the prevention and cure of diseases. There are District Health Officers for each district of the State with separate epidemic and sanitary staff under them. The preventive side of health services is under the District Health Officer. There are sanitary inspectors, sanitary sub-inspectors and vaccinators. Statement Exhibit 28 shows the distribution of the sanitary staff by sub-divisions and talukas. There are 6 sanitary inspectors and 26 vaccinators in the district and the total cost on the preventive side is Rs. 1,83,445 per annum.

*Functions of the Health Officer*

The main duty of the Health Officer is to advise and guide the local bodies in matters of health and sanitation. He also inspects Government and District Local Board Dispensaries, cinemas, factories and fairs, and arranges for such operations at the D.D.T. and mass vaccination.

472. There are 7 sanitary squads, each squad consisting of one Sanitary Sub-Inspector, Mukkadum and 3 Mazdoors at the following places in the district : (1) Valod (2) Bardoli, Taluka Mandvi (3) Taluka Mandvi (4) Bardoli (5) Olpad (6) Dharampur (7) Songadh. The squad aims at removing filth from the villages, checking malaria and awakening sanitary consciousness among the people.

*Medical Relief*

473. The organisation of the department for medical relief is distinct from that of public health organisation. The organisation of hospitals is designed to render medical relief to the rural population. The Surgeon-General of the Government is in control of the organisation at the district level which is the primary unit. At every district headquarters, there is a Civil Hospital owned, staffed, financed, and controlled by government. There are government aided dispensaries scattered throughout the district. The latter, with a few exceptions, are owned and managed by municipalities or district local boards.

*Dispensaries in the District*

474. There are in all 47 dispensaries in the different talukas of the Surat District. Under the District Local Board Act, the management and control and finances of 12 out of 47 dispensaries are with the District Local Board. The District Local Board also conducts 13 Ayurvedic subsidised medical centres. The control and supervision over Government Dispensaries is with the Civil Surgeon. He is also the Head of Government Medical Officers in the District on all matters pertaining to the [illegible]. He is required to inspect all the dispensaries and is responsible for their efficient management. Grant-in-aid [illegible] dispensaries in the District are also supervised by him.

*Subsidised Medical Practitioners*

475. The Government has established 25 [illegible] each in charge of a subsidised medical practitioner in the Surat District. A subsidised medical practitioner [illegible] by government [illegible]. He is also given an annual grant for [illegible] [illegible]. There are in all [illegible] 25 centres of these types, [illegible], Ayurvedic 11, and Unani 2.

*Health Unit Centres*

476. In the Surat District, four health unit centres have been established at the following places: (1) Vapi, Taluka Pardi, (2) Dungri, Taluka Bulsar, (3) Rankuva, Taluka Chikhli, (4) Batha, Taluka Chorasi. The staff in each unit consists of one subsidised medical practitioner, one health visitor, one mid-wife and one qualified nurse. The subsidised medical practitioner attends to outdoor patients who come to the centre from nearby villages. The nurse and mid-wife attend to the delivery cases. Three or four beds are maintained for maternity work. The Health Visitor is required to visit the villages attached to the centre and render necessary advice to expectant mothers. There is a sanitary squad attached to each centre. It consists of one Sanitary Sub-Inspector, one Mukkadum and three sweepers and serves seven or eight villages.

5. *Department of Industries*

477. The Department of Industries, under the Director of Industries is also in charge of village small-scale industries besides the large-scale industries. The Director of Industries is assisted at Headquarters by two Deputy Directors, two Assistant Directors, four Industries Officers and technical and specialist officers, such as Assistant Directors of Industries, Chemical Engineering, Textile Export, Assistant Directors for groups of Districts. They are assisted by Industries Officers and Inspectors of Industries.

478. The development of cottage industries is carried out through the organisation of co-operative societies. The Co-operative Department attends to the experimental work of devising improved processes and appliances, training of artisans, grant of loans and subsidies to trained artisans and marketing of finished products. Besides the primary and district industrial associations set up for this purpose, there is a Provincial Industrial Co-operative Association to co-ordinate the work of the primary and district associations to provide facilities for credit, supply of raw materials, marketing of finished goods and also technical guidance to producers. A non-official committee, known as the Village Industries Committee, has been constituted to co-ordinate the work of all the workers connected with village and cottage industries and to recommend to government plans and schemes based on a survey of rural areas and availability of raw materials and labour for the development of rural industries.

6. *Public Works and Irrigation*

479. The Public Works Department and the District Local Boards are entrusted with the development of roads to enable the agriculturists to transport their agricultural produce to the nearest market. For administrative purposes, the Public Works Department is divided into two sections, viz., (i) Roads and Buildings, and (ii) Irrigation. It also deals with electricity projects, installation and grant of licences for the supply of electricity to public. Sanitary projects such as water supply, drainage and boring operations and development of [illegible] are [illegible] its other activities.

480. There are two divisions in the Surat District, one in charge of the Executive Engineer, Surat Division and the other in charge of the Executive Engineer, Navsari, Dang Division. Each Executive Engineer is assisted by Deputy Engineers and overseers.

## B. INSTITUTIONS CONCERNED WITH DEVELOPMENT: STATUTORY

1. *District Local Boards*

481. Under the Bombay Local Boards Act of 1923 the duties and functions of the District Local Boards are divided into two categories, obligatory and discretionary. Construction and repairs of roads, medical aid, [illegible] wells, and provision of [illegible] are some of the obligatory duties. In the discretionary [illegible] [illegible]

482. [illegible]

Village Panchayats. Besides, special grants for roads, water supply and other works are also sanctioned every year by Government.

483. Normally, general meetings of the District Local Boards are held every three months for the transaction of business. Most of the routine and executive work is attended to by the President and the Standing Committee. The School Board attends to the duties assigned under the Primary Education Act. There is an administrative officer appointed by government to carry on the administrative work of the School Board. Statement Exhibit 29 gives details of the set up of the various branches, technical and clerical, working under the District Local Board.

## 2. *Village Panchayats*

484. The Bombay Village Panchayat Act was enacted only in 1933. Before this, there were Village Sanitary Committees constituted under the Bombay Village Sanitation Act of 1889. After the passing of the Act of 1933, Village Panchayats were constituted in villages having a population of not less than 2,000 persons. Recently, by the Village Panchayat (Amendment) Act 1956, powers of Village Panchayats have been widened to a considerable extent and any village or group of villages irrespective of the limit of population, can be declared a village and shall have a Village Panchayat.

### *Constitution*

485. A Panchayat consists of such number of elected members not being less than seven or more than fifteen, as the Collector may determine. In any such Panchayat, such number of seats shall be reserved for the representatives of women, scheduled castes and scheduled tribes as may be prescribed by the Government.

486. If for any reasons the election does not result in the return of the required number of qualified persons willing to take office, the Standing Committee of the District Local Board is empowered to nominate the required number of membership. If the Standing Committee fails to make all or any of such appointments within eight weeks from the date on which the names of elected members are published by the Collector, the Collector appoints the required number of members.

Elections of members to the Village Panchayats are made on the principle of adult franchise.

*[illegible] P[illegible] D[illegible]*

487. S[illegible] to the [illegible] D[illegible] B[illegible] has [illegible] the village [illegible] the Village Panchayat has to make [illegible] in the [illegible] of [illegible] and improve[illegible] A[illegible] many functions of the Panchayat [illegible] recently, the Panchayat has been [illegible] all the [illegible] mental duties [illegible] programme for increa[illegible] agricultural production in the village and [illegible] mentation of land reforms. It is also expected [illegible] through which public cooperation [illegible] development programmes.

In addition to the [illegible] Panchayat, so far as the village [illegible] of the District Board, [illegible] ment of programmes [illegible] of cottage industries [illegible] powers [illegible] that the Panchayat has been [illegible] any development programme that [illegible] in the village, such as cooperative [illegible] of the village, [illegible] and fal[illegible] similar other duties.

*F[illegible] P[illegible]*

488. To meet the expen[illegible] functions the Village Panchayat [illegible] them below:

1. [illegible] tax to be levied [illegible]
2. [illegible] tax
3. tax on fa[illegible]
4. [illegible]
5. tax on [illegible]
6. tax on [illegible]

In add[illegible] G[illegible] Panchayat [illegible]

*Staff*

489. The Village Panchayats are required to maintain from their funds the staff such as secretary, sweepers, etc., to enable them to carry out their duties. The executive head is the Sarpanch. The secretary maintains accounts and is required to do duties as prescribed.

*Control and Supervision of Village Panchayats*

490. The general control and supervision over the Village Panchayats is vested in the District Local Board, but the Collector has also got the same authority over them.

The Village Panchayat Act provides that the District Local Board may delegate to the President, Vice-President, the Chief Officer, Public Health Officer or any other officer specifically appointed by the District Local Board in this behalf, the duties of encouraging the establishment and fostering the growth of Panchayats and of assisting Panchayats in the proper exercise of their powers and performance of their duties under the Act.

The audit of the accounts of a Panchayat, unless provision is otherwise made by the State Government in that behalf, is required to be carried out each year by the District Local Board.

*Village Panchayats in the Surat District*

491. In the following Tables, we have tried to present information on the growth of Village Panchayats in the District, their income and expenditure under different heads and their position regarding recovery of taxes.

The general conclusion which is brought into sharp relief by these figures is that there has not been any substantial increase in the number of Panchayats. Even qualitative growth does not indicate any healthy signs. For this the indicators provided are that in 167 Village Panchayats no one came forward to stand for election as a member, and 33% of the Panchayats neglected collection of taxes levied by them.

NON-STATUTORY

3. *District Development Boards*

492. In 1939 the Government of Bombay set up a Co-operative and Rural Development Department to advise Government on all problems connected with rural development. It continued

## WORKING OF VILLAGE PANCHAYATS

Table I—General Growth

| No. of Village Panchayats | | New Panchayats established | | | | | | Total |
|---|---|---|---|---|---|---|---|---|
| In the merged area | In the integrated area | Total | 1950-51 | 1951-52 | 1952-53 | 1953-54 | 1954-55 | Total of 1954-55 |
| [illegible] | [illegible] | [illegible] | 47 | [illegible] | 24 | 13 | 17 | [illegible] |

Table II—Elections

| [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] |
|---|---|---|---|---|---|
| 115 | [illegible] | [illegible] | [illegible] | 13 | [illegible] |

Table III—Income and Expenditure 1954-55

| [illegible] | [illegible] | [illegible] | [illegible] |
|---|---|---|---|
| [illegible] | [illegible] | [illegible] | [illegible] |

Table IV—[illegible]

| [illegible] | [illegible] | [illegible] | [illegible] | [illegible] |
|---|---|---|---|---|
| [illegible] | [illegible] | [illegible] | [illegible] | [illegible] |

to function as the State Rural Development Board till it was abolished in 1952. Then the District Development Boards were established in all the districts with the object of associating the public with administration and co-ordinating the activities of the non-statutory boards and committees appointed in the districts.

*Constitution*

493. The Collector is the ex-officio Chairman of the Board. A prominent non-official is chosen as the Vice-Chairman and another prominent non-official who is able and willing to devote a considerable part of his time to the Board's work is selected as the Honorary Secretary. An official who holds the status of a Mamlatdar or Mahalkari is appointed as the Assistant Secretary. The members of the Board are : (a) all members of the Parliament and State Legislature (both Houses) resident in the district, (b) a few non-officials whose knowledge of local conditions and experience of social work in rural areas is expected to prove useful to the Board, (c) the President of the District Local Board, (d) representative of the co-operative movement in the district and (e) all district officials belonging to the departments connected with rural development and other allied activities.

*Functions*

494. The District Development Boards have to be consulted on all development activities, both rural and allied, carried out in the district. The main functions are :

(1) to advise and help Government in the execution of policies mainly in respect of (i) Prohibition, (ii) Rural Development, (iii) Minor Irrigation, (iv) Anti-Corruption, (v) Publicity, (vi) Distribution of controlled articles, (vii) Amelioration of the conditions of Backward Classes, (viii) Health, (ix) Co-operation including marketing, (x) Social Education.

(2) to supervise and co-ordinate the work of its various sub-committees and Taluka Development Boards.

495. Except the work of distribution of iron and steel, the District Development Board is not concerned with the implementation of any scheme or execution of any work. The execution of all work is done by the departments concerned and the District Development Board and its sub-committees work as Advisory Bodies. The schemes placed before the Board and its sub-com-

mittees [illegible] mental bodies. The members of the Board [illegible] However, the Board [illegible] The [illegible] in the year 1954-55 [illegible] The Board [illegible] 132 [illegible] 20 [illegible] prepared. Its features are [illegible]

*[illegible] Work*

4[illegible]. A number of [illegible] etc. were [illegible]

In 1954-55 [illegible] Chairman of the D[illegible] Secretary [illegible]

*Sub-Committees*

407. The [illegible] mittee of the Board

*[illegible]*

[illegible]

498. Exhibit 30 shows the grants for various items sanctioned by the National Extension Service Sub-Committee. The total amount sanctioned in one year was Rs. 11,900 for different purposes.

*Staff*

499. The staff consists of two avalkarkuns, one accountant and four clerks, besides the Assistant Secretary of Mamlatdar's grade. The Hon. Secretary exercises general supervision on the working but the official Assistant Secretary is mainly responsible for the working of the office.

*Resources*

500. The District Development Boards are not authorised to give grants or incur expenditure on any item of work which any department of Government such as Revenue, Education, Irrigation, Health can incur in the ordinary course. The Board does not receive any grant from Government except for the following purposes :—

(i) tree planting,

(ii) agricultural (including cattle) shows,

(iii) propaganda for rural development work,

(iv) rural Development museums and libraries,

(v) training classes for village workers.

In fact, it has no resources from which it can incur any expenditure.

4. *Taluka Development Boards*

501. The Taluka Development Boards act as agencies of the District Development Boards in all matters pertaining to agriculture and rural development. These organisations assist and advise all offices engaged in or connected with the schemes and act generally as co-ordinating agencies between the offices concerned and non-official social workers working in rural areas.

*Constitution*

502. This Board is constituted of the Mamlatdar of the taluka, agricultural assistant of the taluka, the agricultural officer and representatives of the co-operative societies, etc.

503. The Board elects the Managing Committee which consists of all office bearers of the Taluka Board, all non-official members of the District Development Board residing in the taluka and representatives of [illegible] cooperation and [illegible] other departments. The President of the Board is elected. The Mamlatdar acts as Vice-President and the [illegible] as secretary. Each Taluka Development Board is given a trained field-man to look after its [illegible] activities. The [illegible] department bears the [illegible] of such a fieldman wherever necessary.

504. The Collector as Chairman of the District Development Board, exercises administrative control over the Taluka Development Boards. The District Development Board generally supervises the activities of the Taluka Development Boards.

## 5. Community Development and National Extension

505. The First Five-Year Plan described community development as the method and rural extension as the agency through which the process of transformation of the social and economic life of the village was to be achieved. The [illegible] elements in the approach are, firstly, the method of community development, secondly, the agency provided by the extension service for applying the method of community in cooperation with the people, and thirdly, programmes of development which give substance to the community project and bring [illegible] official workers together in a common cause. All aspects comprised in the community development and national extension programme are integral parts of [illegible] development with which various governmental agencies are concerned.

[illegible]

Planning Commission hopes, during the Second Plan these organisations are expected to reach out to millions of people through a network of community projects and extension services. These projects are considered to be the means by which, through co-operative self-help and local effort, villages and groups of villages can achieve in increasing measures both social change and economic progress and become partners in the national endeavour for development."

506. Regarding the administrative machinery at the State level, there is a State Development Committee with the Chief Minister as the Chairman. The function of this committee is to lay down broad policies and provide general supervision in respect of the implementation of the programme. Besides the Chairman, the Ministers in charge of Finance, Public Works, Agriculture and Forests, Co-operation and Local Self-Government are the members. The Chief Secretary and Secretaries of Finance, Revenue, Agriculture and Forests, Education and Public Works Department are the other members of the Committee.

*Special Arrangement of Administration of Project and N. E. S. Blocks Designed by Bombay Government*

507. At the project level, the entire execution of the programme has been entrusted to the Project Officer.

In the case of Community Development Blocks started in October, 1953, the Project Officer is the Prant Officer, *i.e.*, the Assistant or Deputy Collector in charge of a group of contiguous talukas (tehsils). The Bombay State has designed this arrangement of placing the blocks under Revenue Officers for fulfilling two objectives, namely, to secure (i) economy and (ii) rapid development.

508. In the case of National Extension Service Blocks, Mamlatdars, Mahalkaris of the Talukas/Mahals in which National Extension Service Blocks have been located, have been appointed ex-officio Block Development Officers, and the Prant Officers concerned have overall charge of directing and supervising development activities. The Collectors are expected to take personal interest in the implementation of the National Extension Service Schemes, as they are ultimately responsible for their success.

509. This kind of integration has been attempted also in the Community Development/National Extension Service Blocks at the village level also. A new cadre of Gram Sevaks (Village Level Workers) has been formed by pooling the staff of the Revenue, Agriculture and Co-operative Departments, and given them training in revenue matters, in agriculture, animal husbandry, co-operation, basic education, village panchayats, etc. On appointment, these Gram Sevaks perform revenue as well as extension duties. They are Circle Inspectors, Agricultural Assistants and Co-operative Supervisors, all rolled in one. The Talatis in charge of villages are designated as Assistant Gram Sevaks.

510. In the case of the Community Development Projects started in October 1952, the administrative structures are different. Here the Project Officer is not the ex-officio Revenue officer although he is drawn from the cadre of Deputy/Assistant Collectors of the Revenue Department. He is assisted by an Assistant Project Officer. The Gram Sevaks are also not of the "integrated" type but [illegible] have been drawn from the ranks of Social Workers.

*Project and National Extension Service Blocks in the Surat District*

511. One Block for intensive work in the S[illegible] Taluka, a backward tract, and three Blocks of National Extension Service type are in operation in the Surat District. Of the three N.E.S. Blocks, two are in the Navsari Taluka and [illegible] Taluka which has been taken up from April 19[illegible]. The Navsari Taluka Block came into existence [illegible] 1954. S[illegible] Block was [illegible] N.E.S. Block [illegible] converted into a Project Development Block [illegible] 2-10-1955. The Deputy Collector, Navsari [illegible] Officer, of Community [illegible] Taluka. [illegible]

[illegible]

*[illegible]*

512. [illegible]

by issue of pamphlets and propaganda by the touring officers and Gram Sevaks. There was very good support to the programme from the villagers. Demands for taking up "contribution works" on the basis of 50% popular contributions, were put forth by the people in all Blocks except the Adivasi area Block of the Songhad Taluka.

Similarly, agricultural extension work, social education activities, and new co-operatives were also started.

*Sarvodaya Scheme in Bombay State*

513. Another scheme known as Sarvodaya Scheme is in operation in the Bombay State since 1949. It has more or less the same objective as the Community Development Projects and National Extension Service. The Government of Bombay thought that the best memorial to Mahatma Gandhi would be to put into practice the Sarvodaya principles as enunciated by him, through the agency of tried and experienced workers who have not merely made a study of the ideology of Gandhiji but who have been attempting to embody the same in their day-to-day life. Accordingly, after consultations with prominent social workers, the Government decided that this experiment should be tried in each district in a compact area of 30 to 40 villages with more or less homogeneous social and economic conditions through a social worker who will be in charge and will be called a Sanchalak. For implementing the programme, the Government appointed one Sanchalak in each district in the year 1949 to formulate and carry out Sarvodaya Schemes in their respective districts. A State Sarvodaya Committee is also constituted to guide the Sanchalaks and to co-ordinate their activities. The Chief Minister is the chairman of the Committee. The other members of the present Committee are four Ministers and one Deputy Minister concerned with the departments dealing with the different schemes under Sarvodaya and four prominent social workers with the Registrar of Co-operative Societies as the Secretary. The chief work of this committee is to sanction the different schemes formulated by the Sanchalaks and to pass the annual budgets therefor. It was contemplated in the beginning that each centre should spend a sum of about rupees one lakh per year for its different activities but it has been found in practice that budgets rarely exceed a sum of Rs. 75,000 per year per district.

514. The Sanchalaks are authorised to organise centre committees from amongst the local social workers to advise them in

[illegible] for their respective Samiti areas [illegible] of all the [illegible] have been [illegible] Samiti [illegible] Advisory Committee [illegible] Samiti [illegible] activities in the Samiti area.

515. [illegible] the area [illegible] Ujjain [illegible] centre) with Ujjain [illegible] The [illegible] Ujjain [illegible] On an average each [illegible] 15 [illegible] in different activities taken up in the area [illegible] of the activities [illegible] of the State. With a view to [illegible] [illegible]

*[illegible] of the Samiti Area Centre*

516. [illegible]

(1) [illegible]

517. [illegible]

518. In every centre the Sanchalaks lay special stress on economic advancement especially through improvement of agriculture. The activities taken up for this purpose are :-

(1) Construction and repairs of irrigation wells.

(2) Construction of small bandharas over nalas.

(3) Formation of lift irrigation societies wherever river irrigation is possible.

(4) Bunding.

(5) Establishment of co-operative farming societies.

(6) Supply of improved agricultural implements, improved seeds, manures, etc.

(7) Preparing manure locally by the compost method out of the rubbish and stable refuse.

(8) Improvement of village cattle through pedigree bulls and premium cows.

(9) Introduction of improved methods specially the Japanese method of paddy cultivation.

(10) Planting of trees and afforestation.

519. With a view to getting land for the landless many of the Sanchalaks and their colleagues take part in the Bhoodan Movement. Substantial help is also obtained from the Gandhi Smarak Nidhi for provision of implements, seeds, manure, etc., and land improvement for increased production. Social amenities in the shape of folk dance, folk songs, dramas, kirtans are being revived in villages to awaken the cultural aspect of life.

In the Surat District there are two Sarvodaya Centres. (1) Sathavar, in Valod Peta Mahal (2) Poona, in Mahuwa Taluka. Appendix Exhibit 32 gives the details of work done in the Sathawar Centre conducted by Sanchalak Shri Jugatram Dave and Appendix Exhibit 33 gives the details of work done in the Poona Centre conducted by Sanchalak Shri Mansukhbhai Kumarsingh.

520. The organisation and set up of the Community Projects, N.E.S. and of Sarvodaya centres show that the Sanchalak under the Sarvodaya Scheme covering 30 to 40 villages is like the Block Development Officer under the Community Project and N.E.S.

[illegible]

# CHAPTER VII

## EXAMINATION OF THE STATUTORY AND NON-STATUTORY BODIES CONNECTED WITH DISTRICT DEVELOPMENT ACTIVITIES

522. We have described in the preceding chapter, constiution, duties, functions and set up of the various departments and nstitutions connected with development activities in the district. 'he problems that require examination are, how far, for effecting he desired improvements in rural life, the existing constitution, unctions, finances, powers of these bodies meet the requirements f the new objective, how far the existing machinery of supervision nd control is effective and along what lines reorganisation should roceed in respect of these.

523. However, before we pass on to it, it may be necessary o offer some general comments which are applicable to the Goernment Departments concerned with development.

The first important point is that in all these developmental gencies (1) the Civil Service Rules (2) the Treasury Rules 3) Civil Account Code (4) Budget Rules (5) Fundamental Rules 6) Financial Devolution Rules, etc., are made applicable. Deartmental examinations have been recently applied to some of hese like education and health, but have yet to be applied to many f the remaining. It is needless, therefore, to say that the comnents we have made in Part II of this Report on the proceures, practices, and operation of these rules are equally applicable o the developmental agencies. The need for reform which had een indicated in the earlier part is thus equally urgent in respect f these bodies also.

### VILLAGE PANCHAYATS

524. As we have seen in the preceding chapter, there are 30 village Panchayats in the District of Surat which has 1,879 illages. Of these 158 village Panchayats have not so far levied ompulsory taxes and are therefore not functioning. Only 472 ave been functioning and performing some of the obligatory uties. There are more than 37% of these, whose income is less han Rs. 2,000 per year and hardly any service worth the name an be rendered by them to the community. The financial

resources of these panchayats being slender, improvements in respect of communication, health, education, are difficult to be undertaken, and they can do very little by their own independent efforts to promote social and economic welfare in the village.

ADDITIONAL FUNCTIONS OF LOCAL ADMINISTRATION

525. There are certain functions of local administration which may be better looked after by the agency on the spot rather than by any agency far removed from the village. A Panchayat if properly nurtured and guided can better supervise, for instance, the work done in a village school. It can better watch the work in the village dispensary or the maternity and child welfare centre. As the effective organ of village opinion it can with the co-operation of the people carry out a number of improvements in the area as it used to do in old times. It can perform some of the Police and Revenue functions for which no finances are required. It can represent the village community in all matters affecting village policy and economy. To sum up, it is necessary to assign the duties and functions to the Panchayat in a manner that would make it "the nucleus of rural life." This only goes to emphasise the fact that all public activities in the village should spring from the media of the Panchayat. Village Panchayats possessing even slender resources can thus be entrusted, apart from statutory duties mentioned above, with several functions of regulation and control and other civic duties. As an instance we may point out that at present the Public Health Department of the Government not only does not seek any co-operation of the Village Panchayats for the Health Units in the District but rejects the offer of the Village Panchayats concerned to co-operate. The result is that the people of the villages in which the Health Units are located do not receive the service from the unit according to the intention of Government. There seems to be an impression on the part of the Health staff at the Unit level that the Unit is one established by Government and the Village Panchayat has nothing to do with the Unit.

VILLAGE PANCHAYATS AND N.E.S.

526. The Village Panchayats, [illegible], are to be of great use to the N.E.S. in popularising its programmes. The [illegible] of all these [illegible] the [illegible] of the Panchayats should be extended to [illegible] as early as possible and their work should be strengthened [illegible] guidance.

527. The [illegible] of [illegible], [illegible], control and guidance for village Panchayats is hardly effective [illegible]

There is only one organiser of Panchayats for the whole district with 1,900 villages. The staff of the district organiser requires to be strengthened as it is physically impossible for one man to contact all the villages in the district and create interest in them.

### LOCAL BOARD AND VILLAGE PANCHAYATS

528. With regard to the working of the village Panchayat, the remarks of the President of the Surat District Local Board, in his annual report, are revealing. "The working was not free from lack of funds and in some cases from factions, feuds, quarrels and mutual recriminations. For the successful working of the village Panchayats, strict supervision by thoroughly trained staff is a necessity. The District Local Board with its limited finances and ever increasing activities can hardly make adequate provision for it, unless Government comes to its aid with generous grants." He further observes: "audits of 168 Village Panchayats' accounts were carried on by the District Local Board, leaving out nearly half the number of Village Panchayats unaudited." Even when there are only 472 village Panchayats functioning, the District Local Board is unable to discharge its responsibility. Substantial grants to the District Local Board seem necessary for the purpose. If the progress has been painfully slow, public apathy is to blame as much as Government's inability to create very effective agency for their promotion.

### THE REMEDY

529. We believe that it is the statutory duty of the District Local Board to foster the growth of the village Panchayats. The responsibilities which are sought to be given to the Panchayats and especially the increasingly important role of the Panchayat in the economic and social life of the rural areas will not be fulfilled by merely leaving it to them to do it. Even provision of adequate financial assistance, though the first need, will not be sufficient. Educative guidance and active assistance will be necessary for a considerable period before the Panchayats actively discharge the functions assigned to them. It is from this point of view that we contemplate the following recommendations :

(1) It should be the primary duty of the D. L. B. to foster the growth of village Panchayat, because it is an organ of self-government. D. L. B. should have a separate section specially dealing with village Panchayats. That section should be put in charge of a competent executive officer who will direct the working of the village Panchayats.

(2) The D. L. B. [illegible] all village [illegible] be covered by a Village Panchayat.

(3) The S[illegible] [illegible] District Local Board.

(4) The V[illegible] P[illegible] and the D. L. B. [illegible] Committee of the District Local B[illegible] members from [illegible] likely to be [illegible] the [illegible] of Village Panchayats.

(5) The [illegible] of co-operative or N. [illegible] S[illegible] audits, etc.

(6) For [illegible] of the village Panchayat [illegible] Taluka Local [illegible] representatives of the village Panchayats [illegible] members. Their [illegible] the village Panchayat [illegible] the [illegible] and [illegible] of the [illegible] be [illegible].

(7) As far as [illegible] the village [illegible] [illegible]

[illegible]

[illegible]

It is neither systematic nor institutional and consequently the Secretaries placed in charge of V.Ps. after such a perfunctory training hardly help the V.Ps. in the performance of their tasks. Therefore the training should be thorough, lasting for at least a period of six months and should be imparted in well-organised classes with a well-conceived syllabus. The practice in Saurashtra can be taken as a model. Only those who pass the test after training should be taken up as Secretaries.

531. As and when the V.Ps. are well-organised, a part of the revenue work of the village may also be entrusted to them. A list of such items may be prepared and gradually transferred to them, as they show capacity for handling them.

### AUDIT OF VILLAGE PANCHAYATS

532. The audit of the village Panchayats should not be merely one of accounts but also be an examination of their general working. Each village Panchayat after such an assessment should be classified into 3 categories: (*a*) good ; (*b*) ordinary ; (*c*) poor. These grades should be fixed after laying down standards of performances, and the grades should be revised every year after audit.

### DISTRICT LOCAL BOARD—THE MAIN STATUTORY BODY

533. The main statutory body for the Local Self-Government is the District Local Board whose set up, duties and functions are described in the preceding chapter. A fairly elaborate staff, both administrative and technical, is maintained by the D. L. B. The Chief Officer is the head of the administrative section and the Engineer of the technical side. At present the Chief Officer is the real executive head and it is his duty to see that the administration at the headquarters and in the district functions well.

### PERFORMANCE IN DISCRETIONARY SPHERE

534. The obligatory functions of the D. L. B. are described in Chapter VI. The discretionary duties are : the establishment and maintenance of model farms ; the importation and distribution of superior kinds cf seed, the improvement of the breed of cattle and horse, the introduction and preservation of seeds and the advancement and improvement of agriculture and local industries, construction, management and maintenance of light railways and tramways, purchase of telephone lines, or the guaranteeing of payment of interest on money expended for the

construction of a telephone line, and any other local works or measures likely to promote the health, safety, comfort or convenience of the public.

535. Though the duties and responsibilities of the District Local Boards under the Act are thus varied and numerous, their finances are so meagre that they are hardly able to do anything in respect of district roads, far less in respect of other items. They merely lend an impression of the local self-governing bodies having wide spheres of activity. Their actual performance under these heads is negligible. These bodies have practically remained [illegible] of the local self-government institution. When we read the functions assigned to the D. L. B. they appear so unreal and fantastic. The funds at the disposal of the Surat District Local Board amounted in 1954-55 to Rs. 16,22,196 which is obviously inadequate to the magnitude of the functions assigned to it. In fact when the funds at the disposal of the D. L. B. are hardly sufficient to perform the obligatory duties, much less can be expected from it in the sphere of discretionary functions. We have learned that the D.L.B. [illegible] work well, especially when grants are provided by the State for local public works.

On the other hand, the Government have taken away education [illegible] and transferred it to a specially constituted School Board which is not [illegible] and been [illegible] the [illegible] of the compulsory primary education [illegible].

D. L. B. AND ENGINEERING STAFF

536. When the D. L. B. [illegible] necessary to pay N. F. S. [illegible] Therefore, the working of D. L. B. [illegible] to make it an effective organ of self-government. This [illegible] the [illegible] Public Works [illegible] Act [illegible] District [illegible] of [illegible] bodies [illegible].

537. The [illegible]

in the rural areas with admirable results. The Bombay Government may as well study the old Saurashtra Government's plans in this regard.

The main objective should be to see that the District Local Board functions properly within the sphere of operation allotted to it. There should be stricter supervision over their working. Their inspection should be thorough and irregularities should be pointed out immediately. District Local Boards showing very efficient work should be increasingly promoted or when they show negligence, they should be demoted. Their resources should be increased by giving them a higher percentage of land revenue of the District.*

### CONTROL BY GOVERNMENT

538. Our investigation revealed that the District Local Board feels the control and interference of Government as irksome. It is therefore necessary that the directives to the District Local Board should in future be lessened. There are bound to be differences of opinion between the two, but they can be resolved in a business-like way rather than subjecting them to the autocratic authority of the Government. In fact, it would be desirable to have a Local Self-Government Board at the headquarters of the State, which will generally formulate policies and compose differences of opinion between the District Local Board on the one hand and the Government on the other.

### DISTRICT DEVELOPMENT BOARD

539. As we have seen earlier, this body is a non-statutory organisation existing in each of the districts of the Bombay State. This body tenders non-official advice in matters of public welfare and also gives co-operation to the officials of Government in the district in implementing the policies of Government with reference to the all-round development of rural areas. Some of the items of expenditure of the Surat District Development Board can be seen from the following : tree planting (Rs. 750), agricultural and cattle shows (Rs. 10,000), propaganda for rural development

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* Since writing this, the Report of the Team for the Study of Community Projects and National Extension Service under the Chairmanship of Shri Balvantrai Mehta has been published (1957).

We believe that instead of abolishing the old established institution of District and Taluka Local Associations which have gathered certain traditions around them it is advisable to rehabilitate them rather than create entirely new institutions and take chances for their success.

(Rs. 500) and maintenance of Rural Development Library (Rs. 250). In fact these activities can as well be taken over by D. L. B. which is doing some good work already in this sphere.

540. There is a view held in some quarters that District Development Boards should be abolished, as these are non-statutory bodies not responsible to the people but to the authority that nominated them. However, we believe that these Boards have their own utility, if they are operated, not as bodies rivalling the statutory institutions, but as their vital complements. Till the District Local Boards attain a higher standard of efficiency the District Development Board may continue to exist as a temporary expedient but ultimately its functions should be taken over by the District Local Boards.

TALUKA DEVELOPMENT BOARDS—NON-STATUTORY

541. With a view to having suitable organisations in the talukas which would be able to act as the agencies of the District Development Board in matters relating to agricultural and rural development, it was decided by the Bombay Government to encourage the Taluka Development Associations which were being registered under the Bombay Co-operative Societies Act and were redesignated as Taluka Development Boards. They [illegible] other [illegible] helped [illegible] in the execution of [illegible] in general [illegible] co-ordination between the [illegible] and [illegible] workers [illegible] in the villages. The [illegible] of the Taluka Development Boards are looked after by [illegible] by [illegible] of the Agricultural Department [illegible] the District. The District Development Board [illegible] the [illegible] of the [illegible] Taluka Development Boards.

[illegible]

542. The [illegible] Government [illegible] Taluka Development [illegible] [illegible]

Under Government's new policy these associations are being abolished and their activities are being absorbed in the newly constituted Taluka Development Boards. The latter are not statutory bodies but are *ad-hoc* organisations with no assignment of funds. Only the programme prepared for the local area by the permanent Government staff is approved by it and it sees that the programme is properly implemented.

Here is another typical instance where an old institution which is not functioning properly, is being abolished and a new organisation is being created with practically no funds but active only in an advisory capacity to the present Government staff concerned with the Development Departments.

The proper course should have been to resuscitate these associations which have a membership of large number of local farmers. Like the village Panchayats these associations are needed in the taluka. Special efforts are needed to make them useful institutions for all-round agricultural development.

It is too early to say whether these advisory Taluka Development Boards would show better results with no specific responsibilities attached to their organisations. Instead of abolishing all Taluka Development Associations including those that were working efficiently or likely to be vitalised they should have been continued. It is not wise to disappoint people who have built up their institutions with zeal and to abolish them indiscriminately.

### POTENTIALITIES OF TALUKA DEVELOPMENT ASSOCIATIONS

543. We do not understand why the Taluka Development Associations which were organised as co-operative societies could not be fully developed. There is a great scope for such Associations. The Waghodia Village Improvement Co-operative Association registered and started as early as 1932. in the Baroda District of the former Baroda State is an instance in point. The main objects of the Association were to help the cultivators by supplying good seeds and manure, by ensuring fair prices for their produce ; to help the village Panchayats to function satisfactorily and to bring about general improvements in the village. To achieve these objectives, the Waghodia Village Improvement Co-operative Association conducted training classes for the President and members of the village Panchayats, and adult education

classes, expanded agricultural and cattle [illegible] was [illegible] libraries. During its existence the A[illegible] work for the development of the village Panchayats in the taluka.

### CREATION OF TALUKA LOCAL BOARDS

544. Between these Taluka Associations and the [illegible] D[illegible] Boards the logical solution would be to create Taluka Local Boards. The members of this Board would be the village Panchayats in the area. These Taluka Local Boards were in existence for a long time but both the village Panchayats and the Taluka Local Boards did not function properly. Therefore, they were abolished and the management of the V. P. was directly [illegible] by the Government practically divorced from the District Local Boards. This was not a very healthy reform.

If we take the village Panchayat as the basic institution for village administration in a very expanded form as it emerges [illegible] the new regulations it is our fundamental duty to see that they work well and efficiently. They will provide direct contact of the people with the Government and the development agency.

The needs of village Panchayats would be many and to satisfy them they will continue [illegible] need help [illegible] Individually each village Panchayat would be too weak to [illegible] satisfactorily and in time. Therefore, creation of the [illegible] in the [illegible] especially in a new pattern [illegible] it seems [illegible] Taluka Local [illegible] be a statutory body working under the [illegible] of District Local Boards [illegible] The Taluka Local Board would be [illegible] the Taluka Development Board [illegible] In fact the Taluka Development Associations [illegible] Taluka Local Boards [illegible] It would be a representative body of [illegible] V. Ps.

### FUNCTIONS OF TALUKA LOCAL BOARDS

545. The Taluka Local Boards [illegible] District Local [illegible] the V. Ps. [illegible] the District Local [illegible]

The Government may pay a subsidy for the purpose to begin with. The Board's main functions would be:

(1) to make a complete survey of all the villages in the area with a view to ascertaining their needs and requirements;

(2) to prepare a programme of development and arrange priorities and help the village Panchayats to carry it out;

(3) to determine what the village can carry out from its own resources of men and money; and to secure help from the Taluka Board, District Board and from Government;

(4) to convene annual conference of the village Panchayats of the area and review the work of each village Panchayat and point out the defects in their working. At this annual conference an assessment of the work of each village Panchayat and their general problems including inter-village problems should be studied.

THE TALUKA PANCHAYAT INSPECTOR

546. One Panchayat Organiser-cum-Inspector for village Panchayats should also be provided. He will work under the control and supervision of the Taluka Board. His duties should be :

(1) to educate the village Panchayats about their duties and responsibilities ;

(2) to approach village leaders and encourage them ;

(3) to inspect the records of the village Panchayats ;

(4) to audit the accounts of the village Panchayats ;

(5) to help the village Panchayats in formulating their development programmes and prepare their budgets ;

(6) to check the performance of all village Panchayats during the year and render guidance for better performance ;

(7) to train local or group secretaries.

547. When this organisation of the Taluka Local Boards is properly set up in each taluka, work which primarily belongs to it should be transferred to it. As for instance, the work of road-building, drainage, etc., could be transferred from N. E. S. to the Taluka Local Board.

## COMMUNITY DEVELOPMENT

### ACHIEVEMENTS OF N.E.S. BLOCKS AND PROJECTS IN SURAT DISTRICT

549. It appears from the latest progress report of the Navsari Taluka N.E.S. Block that construction programmes for roads, school buildings with the help of people's contribution have been done according to target. In a taluka like Navsari which is economically much better than many others it is perhaps easy to reach the physical target. The Block came into effect with effect from 2-10-54 and till the end of April 1956 [illegible] village roads, school buildings have been started in [illegible] villages. Of the 42,115 families in the Block, 18,6[illegible] families have been covered by the various programmes started in these villages.

Besides, the monthly report ending April 1956 [illegible] states that 25,025 families have been contacted by the development programmes as shown below:

| Type of development | No. of families contacted so far |
|---|---|
| (1) Improved agricultural practices | 23,76[illegible] |
| (2) Irrigation works | 4[illegible] |
| (3) Education programme | [illegible] |
| (4) Social Education | 1,27[illegible] |
| Total No. of families covered | [illegible] |

550. [illegible]

550. Though there are as many as 837 members in the 36 housing societies of Halpatis (agricultural labourers), there does not seem to be any progress in the matter of constructing tenements. No tenement has been so far constructed with the help of Government loans. This is mainly because of the cumbersome procedure involved in getting plans and layouts approved by the Consulting Surveyor to the Government of Bombay.

551. At present applications for registration of such societies have to be submitted to the Dy. Registrar of the Division, through the Asst. Registrar of the District and applications for loans for house-building have to be submitted to the Registrar through the Assistant and Dy. Registrar. The work of registration of such societies therefore should be decentralised by conferring the power of registration on the Asst. Registrar of the District. If the amounts of loans are allotted to each district there is no reason why the papers for sanctioning such small loans of Rs. 1,500 or Rs. 2,000 to societies should go to the Registrar. The Registrar may exercise his powers in allocating the amounts of loans in each district. After this is done by him the loans upto Rs. 2,000 may be allowed to be sanctioned by the Asst. Registrar and upto Rs. 5,000 by the Registrar.

552. Making reference to the Consulting Surveyor to the Government of Bombay, for approval of layouts for such petty hutments should be stopped. The local Mamlatdar, Sanitary Inspector, and the Dy. Engineer, should meet at the site and approve the layouts and the plans. This will ensure prompt disposal of applications for registration and loans for hutments.

553. Under the head "Education and Social Education" so far 18 adult education centres and 26 recreation centres have been organised and training to 587 adults imparted. The two social education organisers are beginners and are yet to be deputed for training.

554. The achievement in the field of Health and Sanitation is indicated by the following items:

| | | |
|---|---|---|
| (1) | Soakage pits constructed | 34 |
| (2) | Rural latrines constructed | 60 |
| (3) | Drains constructed | 1 |
| (4) | Drinking water well constructed | 3 |
| (5) | Persons inoculated and vaccinated | 12,451 |

There is, however, no appreciable progress in approach to individual families for rehabilitation programme which is the main objective of the National Extension Service.

555. As for the Songhad Community Development, it appears from the latest Monthly Progress Report from the Programme Project Officer that it will take a number of years for this C.D. Block to achieve the results. In a backward Adivasi area it takes longer for any programme to take root. The people of the Adivasi Block will need continuous guidance till their agriculture becomes more productive and their living conditions improve.

556. As regards the functioning of the Project in the Songhad Block the Project Officer observes: "Songhad taluka has a population of 61,000 out of which in all 55,000 are Adivasis. They are illiterate and very poor. They are hardly able to maintain themselves within the meagre income that they derive from agriculture and labour. It is therefore very difficult to have contribution in cash. They can make up their popular contribution in form of voluntary labour and in materials. There are a few [illegible] but these are scattered here and there. This is a factor which comes in the way of getting contribution. However, by constant propaganda and persuasion the problem is being tackled. Necessary lands for school buildings, approach roads and wells are handed over freely for the project work.

"The Adivasis are self-centred and they have less zeal for improved agricultural activities, irrigation and [illegible]. However, as a result of propaganda by the [illegible] Gram Sevaks and Extension Officers the attitude have been changed to some extent.

"There are [illegible] panchayats in Songhad Taluka, but they are generally not working. Steps are being taken to revive them.

"There are only a few village leaders and they are giving their full co-operation in persuading the people for taking up the various activities.

"[illegible]

"My eighteen month intimate contact with the people has given me a solid impression that intensive propaganda by officers and social workers is bound to succeed in stimulating the people to stand on their legs. The huge attendance at the Shibirs has confirmed me in this opinion. The ground is quite ready by now, and I am confident that people's participation will tend to increase hereafter and in an year's time there will be a difficulty felt in meeting their demand through project funds. Their bad economical plight is the only factor which keeps them back though they really do not lack enthusiasm." This extract from the last quarterly report of the Project Officer gives a fairly good picture of the working of the Block in the adivasi area in the Surat District.

### HANDS OF DY. COLLECTORS—MAMLATDARS—CIRCLE INSPECTORS TOO FULL

557. We have dealt with in detail the heavy duties the Revenue Department has to discharge following the various land reform measures. The hands of Dy. Collectors, Mamlatdars, Circle Inspectors and Talatis are too full with the Revenue duties to allow them time to attend to the administration of Project and N.E.S. Blocks. Entrusting them with the administration of Projects and Blocks would come in the way of their legitimate revenue functions which are as vital as extension duties specially when comprehensive land reform measures are coming into operation.

558. The kind of leadership the Community Project Administration expects to be made available to the Blocks is difficult of achievement by the Deputy Collectors and Mamlatdars. It is impossible for the Village Level Worker with his revenue duties to contact every family for rehabilitation in the ten villages in the N.E.S. Block and 5 villages in the Project Block assigned to him.

We attended a couple of meetings of Extension Assistants and Village Level Workers held by the Mamlatdar-cum-Block Development Officer of the Navsari N.E.S. A strong feeling among the Extension Assistants was noticeable that the Village Level Workers preferred to attend to duties of Circle Inspectors and neglected the rest of their duties. Substantial progress is difficult to be achieved as the Village Level Workers are not able to concentrate on full extension programme.

This fact is corroborated by the Development Commissioners and Secretaries in charge of Agricultural Departments of the States who met in 1957 at a Conference in New Delhi, when they resolved

that "In order to [illegible] at the village level [illegible] in the Community Development [illegible] N.E.S. Blocks will [illegible] of the [illegible] and [illegible] compensation."

559. [illegible] the [illegible] Development Officer may be [illegible] it is rather difficult for him to do [illegible] expected to do as Captain of the team of [illegible] the Block. He [illegible] and election [illegible] primary [illegible] in the [illegible] think [illegible] plan according to the [illegible] of the [illegible].

560. Similarly at the [illegible] level [illegible] the Dy. Collector [illegible] He [illegible] month. He [illegible] from the [illegible] He [illegible] will [illegible] the [illegible] with a view to [illegible] the Collector [illegible] ordinate the activities of all development [illegible] the District [illegible] the Collector [illegible] N.E.S. Blocks in the District.

561. To [illegible] the [illegible]

[illegible]

[illegible]

cum-Project Officer and Mamlatdar-cum-Block Development Officer and V.L.W. to achieve the desired result.

562. Great importance is attached to the Village Level Workers. The Vice-Chairman of the Planning Commission lays great emphasis on the selection, training and prospects of village level workers in the following terms: "I attach great importance to the Village Level Worker. He is a key figure in the administration. Steps should, therefore, be taken to ensure that the selection of Village Level Workers is made most carefully and that every Village Level Worker is given the minimum training namely, the basic training of six months. Also good prospects should be ensured for Village Level Workers who show good work. Nothing will do greater damage to the movement than to employ Village Level Workers who are inadequately equipped for discharging their responsible functions. I would rather spread the movement more slowly than take into service imperfectly trained Village Level Workers."

### ALTERNATIVE TO THE INTEGRATED SCHEME OF COMMUNITY PROJECT AND BLOCK ADMINISTRATION

563. Under these circumstances the only alternative is to disassociate the Dy. Collectors and the Mamlatdars, Development Project and Block Officers and the Village Level Workers from Circle Inspectors' revenue duties. The real need is to have full-time workers for the Blocks instead of workers who will devote their exclusive attention to the N.E.S. programme. Selected officers from the Revenue, Agriculture or Co-operative Departments may be placed in charge of Projects and Blocks. This kind of arrangement made by the former Saurashtra State achieved very good results. A separate cadre of Block Development Officers and Project Officers is necessary. These are specialised jobs. The idea of economy implied in the scheme of integration designed by the Bombay State has to be re-examined in the light of the main objective of the programme and the results achieved.

### CO-ORDINATION BETWEEN N.E.S. AND CO-OPERATION

564. The N.E.S. is going to be one of the most important development agencies in rural India. It is also going to be a permanent feature of administrative organisation. With the continuing emphasis on increasing the production in the agricultural sector, it may be necessary to co-ordinate the activities of the N.E.S. on the one hand and the co-operative movement on the other. The

multi-purpose primary co-operative society that we have visualised for each village, can easily be an agency through which a comprehensive development of the rural families can be brought about. This society can easily take over many of the items of programme now included in the N.E.S. If an energetic drive is launched upon to form multi-purpose societies in increasing numbers, the strain on the village level worker can be eased to a considerable extent. Of course, the co-operative structure is at present weak and there is the paramount necessity of creating a new spirit and drive among the people. Only concentrated efforts can make a multi-purpose society a centre for "better business, better farming and better living" which is the ultimate aim of co-operative movement. In developing village institutions therefore that ultimate aim should always be kept in mind.

565. N.E.S. has a vast and a very comprehensive programme and it cannot be achieved in a short period. For the present it has practically taken over the activities laid down by the Grow More Food campaign programmes and naturally special attention is required to be paid to agricultural production.

For the successful implementation of this and the other more arduous items of the programme it has to build up concentration at two sets of institutions—one set at the base of village life and the other at higher stages with institutions that are existing but are not run efficiently.

At the base are the Village Panchayats, the Co-operative Society and the School. These are the people's institutions and for their fullest development there would be the [illegible] measures. Therefore, immediate attention has to be devoted to them. Village institutions need [illegible] development [illegible]. At every stage they require help [illegible] a [illegible]. They must be available at the [illegible].

566. The role of the Revenue Department [illegible] *Mamlatdar* [illegible]

The programmes of the District Local Boards and the [illegible]

farmers—a major problem for the country—a problem which can be taken up only by a specialised agency.

### ULTIMATE TRANSFER OF DEVELOPMENT WORK TO DISTRICT LOCAL BOARDS

567. The process of intensive development of an area which has been called "Community Development" thus seems to be composed of at least two stages. In the first stage, the primary emphasis may be on provision of amenities but in the second it must shift to intensive efforts in development of agriculture and village industries and strengthening of institutional structure so that when the intensive programme is coming into operation, the institutions in the area, *viz.*, Village Panchayats and Co-operatives can fully co-operate with N.E.S. organisation and can take up and continue the line of work in all the aspects of rural life. To give a permanent feature to the block we would suggest that the District Local Board should be associated with it and should take the place of Community Development Project after it ceases to function. This step would be more logical because it would not leave a vacuum as it is now feared.

### AGRICULTURAL IMPROVEMENT

568. Now we shall turn to some Government Departments whose activities supplement those of the other institutions examined so far. The first among these is the Department of Agriculture. The district administration of the Agriculture Department is mainly concerned with the extension of research by making propaganda regarding improved varieties of crops and fertilisers, improved modes and practices of cultivation, improved implements, soil conservation measures, dry farming methods, use of insecticides, improvements of livestock and poultry.

569. In order that the department may be able to meet the increasing demand of the extension agency, and also that of the expansion of the N.E.S. and Community Project programme itself so that it may yield its fullest benefits, as suggested in the last Evaluation Report, a rapid and major strengthening of the technical staff is essential in all branches and at all levels.

570. The agricultural side of the Community Projects and Blocks needs to be given priority. The State Agriculture Department is not yet strengthened so as to be able to provide "approved results" to the Block staff which can extend them to the farmers. To stren-

gthen the Department of Agriculture and to step up activities in the agricultural sector, appointment of a Special Director for Agriculture in the Bombay State, as has been done in Kerala State, is now due. Among other things, special responsibilities on the agricultural side of Projects and Blocks should devolve on him. Only then the department would be able to show concrete result in the sphere of increasing agricultural production substantially.

The farmers will have no confidence in the local officers if they are unable to solve their urgent problems. In this context it may be stated that the farmers of the Gandevi Taluka of the Surat District used to get bumper crop of pepper (garden crop) but due to some plant disease they have been suffering great losses. However, the Surat District agricultural organisation is unable to help them due perhaps to the fact that the Head Entomologist is stationed at Poona and cannot be easily approached. People are not concerned whether the subject matter concerns the direct administration or any one section of the department, what they want is that the local officers of the department should be in a position to solve their problems immediately, if necessary, by direct contact with the highest authority who may be competent to solve the problem. There should be no formality or red-tape to solve any important problem. It is this system which requires a change.

GREATER ATTENTION TO ANIMAL HUSBANDRY NEEDED

571. In the District as well as the C.D. and N.E.S. areas attention is paid to the treatment of cattle diseases and control of epidemics. But for improving the breed of cattle and increasing their milk-yielding capacity much remains to be done. The villagers require guidance in this respect. When the Veterinary Officer goes to the village he attends to the treatment of diseases only. The stockmen attached to the N.E.S. Blocks attend to diseases and epidemics. There is no effective organisation in the District that can attend to improvement of the breed of cattle in the area. [illegible]

572. Animal [illegible] rural people. [illegible] cattle breeding [illegible]

livestock improvement, cattle breeding, cattle feeding, management of cattle and dairying require to be more keenly attended to by drafting properly qualified and trained staff to carry out these functions.

STRENGTHENING THE CO-OPERATIVE SOCIETIES

573. The main feature of the activities of the Co-operative Department in the District and in the C.D. and N.E.S. Blocks has been the organisation of societies of various types. The total number of societies in the District is 891 and in the C. D. and N.E.S. areas there are respectively 33 and 41 societies. The main problem is to strengthen the working of all societies and also to start new ones. It takes time for the Co-operative Movement to develop. There have to be simultaneous efforts on all sides, *viz.*, strengthening of the staff at the District, Taluka and Block levels.

HEALTH, SANITATION AND N.E.S.

574. The health service organisation in the District as described in the preceding chapter carries on its functions without much vigour and is unable to awaken the sanitary consciousness among the rural population. Public health and sanitation constitute an important feature of the Community Project scheme. The personnel working in the Community and N. E. S. Blocks is charged with the duty of teaching and training the villagers in the art of keeping their hearth and home clean and creating conditions which may root out disease from the country-side. The Gram Sevaks, the Social Education Officers and the Sanitary Inspectors are given training in healthy living and the use of sanitary arrangements.

NEED FOR SANITARY DRIVE

575. In the N. E. S. Block no health week programme has so far been organised to educate the people in hygienic habits, to caution them against contamination of food, water, etc., nor is a clean-up day celebrated. Strenuous and persistent efforts have to be made to educate the people and make them sanitation conscious. Over and above spraying of D. D. T. in rural areas, the Health and Sanitation organisation in the District has a great scope for serving the rural population. The District Health Officer gave us to understand t at it is physically impossible to attend to many health measures i a district with a jurisdiction over 18 talukas and about 1,900 vil ges.

## SUPERVISION OF HEALTH UNITS

576. Whatever number of Primary Health Units may be sanctioned in the State Development Scheme, it is desirable to put the units under the supervision of the Local Boards alone or with the supervision of the District Health Officer and the Sanitary Inspector. After the supervision of the Health Officer once in a year and the Sanitary Inspector once in three months, the Health Unit staff requires close supervision by the village Panchayat and Taluka Local Board.

## ADMINISTRATION, INSPECTION AND SUPERVISION

577. Education is a subject of [illegible] and a technical matter and should be in the hands of professionally qualified persons. The present system of separating administration from supervision and inspection of primary education [illegible]. It divides the responsibility and renders supervision less effective. The gap between observation and taking action on it is very long. On the spot supervision is made only by the Assistant Deputy Inspector of a Taluka, who reports to the Deputy Educational Inspector of the District. The Deputy Educational Inspector then reports to the Administrative Officer of the District Local Board or the Municipality, as the case may be, for taking action. Thus the channel is very long. And the views of the administrative and inspection staff are likely to differ and then the action to be taken on a problem may take a very long time.

It may, therefore, be advisable to entrust all the three aspects of administration, inspection and supervision, so far as primary education is concerned, to the District Local Boards and Municipalities, the District Educational Inspector working as Adviser. If the District Local Board or Municipality differs from District Educational Inspector, the matter may be referred to the Director of Education who in turn may refer the matter to Government [illegible] should be held binding upon the District Local Board and the Municipality.

## SOME GENERAL OBSERVATIONS

578. [illegible]

Moreover, the energies of the officers who have to work with many such agencies are diffused. They cannot, therefore, concentrate their efforts on any particular aspect of the programme. It was also revealed that sometimes ambitious schemes are prepared and sought to be executed without taking into account the capacity of the officers to handle them.

Particularly, the examination of the working of the District Local Board and the Village Panchayats showed that the members do not evince intelligent interest in the discharge of the duties and responsibilities expected of them. There does not seem to be any serious attempt on the part of the members to make a study of the problems involved, to offer intelligent direction and to put in concentrated efforts. Another point that was brought out by the analysis and that needs to be stressed is the realisation of the necessity to hasten slowly. It must be recognised that the development measures now being launched upon are new and therefore both the officers and the people take time to understand and appreciate them. The officers require some time to grasp the problems they are asked to handle and to get a good grip over them. They have also to evolve suitable and effective ways of approaching the people whose participation in the programmes is the *sine qua non* for success. On the other hand, the people also take time to realise the true meaning and significance of these measures and to come forward for effective participation. Again, because the measures evolved for the purpose are new in many a case, they might need suitable modification in the light of experience. All this goes to underline the need for careful watch, purposeful study and timely modification and correction of the programmes.

Apparently, the task involved in the successful working of these institutions is two-fold. In the first place, there is the need for effective implementation of programmes designed. Secondly, and perhaps more important, from the long range point of view of administration, there is the need to foster healthy democratic traditions amongst the people. In the ultimate analysis, our problem is to see that people themselves take effective, intelligent and increasing part in their institutions to such an extent that after a certain period, they themselves must be in a position to formulate their programmes and implement them, of course, with the necessary aid and guidance from the Government.

## CHAPTER VIII

# CO-ORDINATION IN DISTRICT ADMINISTRATION

577. In the previous two chapters we have examined the structure and working of the various development agencies working in the district, both statutory and non-statutory, including the Community and N.E.S. Projects and have enquired into the strength and weakness of each, as far as it was possible for us to study. In this chapter we propose to take up the question of their coordination in district administration as a whole. In the first place, there is the problem of coordination among the various departments of the government functioning at the district level. Secondly, there is the question of the coordination between district administration on the one hand and the district local authorities on the other. Thirdly, there are agencies like the Community Projects Administration, N.E.S. and [illegible], the activities of which have to be coordinated with those of the district administration in general. After examining these three aspects of district administration, we have to see whether any improvement could be made towards the evolution of a well coordinated pattern of district government in general.

At the district level, several departments of government like agriculture, cooperation, public health, education, public works, irrigation and revenue (general) are functioning [illegible]

[illegible]

[illegible]

The Government reiterated these instructions in their Circular dated 20-10-52 in which they pointed out that lack of co-ordination between different agencies of administration has resulted in the slow pace of implementation of government policies and in the disposal of cases. The Government, therefore, directed that the Collector should act as a co-ordinating authority in the district in a more effective manner.

#### MONTHLY CO-ORDINATION MEETINGS CALLED BY COLLECTOR

581. The Collector is now required to call a meeting of district officers of the various departments at least once a month to co-ordinate the work of these departments and also help in the prompt disposal of inter-departmental matters. Under another Circular of 20-12-55, the Government have directed that in order to make the monthly meetings of district officers more useful an agenda of the meeting should be drawn up in advance and circulated amongst the officers well earlier, so that they may come prepared for the discussion. It is further directed that the proceedings of the meeting should also be recorded, so that the deliberations would be purposive, systematic and methodical.

582. The Government issued further instruction in this connection when a circular from the Organisation and Methods Division of the Secretariat authorised the Collector to pay co-ordination visits to the offices of other departments in the district and to inspect the offices. It was also directed that the following instructions should be borne in mind in undertaking the inspection:

(1) The inspection should be undertaken by the Collector himself and not through any member of his staff. In the course of inspection if any papers are to be studied pertaining to some cases, the Collector should obtain the relevant papers and get the required information on the spot; but he should not depute his representative to the office concerned to examine the papers.

(2) The frequency of inspection is left to the Collector's discretion. It was, however, pointed out that the authority vested in him should not be left completely unexercised.

(3) The main aim of the inspection is to take such steps as would ensure co-ordination both in the implementation of policies and in the disposal of cases. The technical part of the inspection however is being left to be done by the appropriate departmental heads.

(4) The inspection notes drawn up by the Collector should be submitted to the Government in the Political and Services Departments (Organisation and Methods Division).

### MONTHLY MEETINGS CONFINE THEIR DELIBERATIONS TO ENSURING SPEEDY DISPOSAL

553. Of course, the main aim of organising the monthly co-ordination meeting of the type now in existence is useful. We attended two such meetings. It appears that in actual working the co-ordination meetings confine their deliberations to ensuring speedy disposal of inter-departmental correspondence only. The absence of any discussion about the progress, difficulties experienced in carrying out development programmes in the district indicates that the present tendency seems to assume that it is not the concern of the monthly co-ordination meeting to deliberate on the development programme of the district, but that the development programme of the district is a matter of concern more of other agencies like the District Development Board, the District Local Board, Community Projects or the various Advisory Committees. The monthly meetings would serve the purpose better if questions pertaining to the progress of various activities already set in operation are discussed. Such a discussion would reveal the difficulties experienced by one or other departments in the implementation of the programme.

### INTER-RELATIONSHIP BETWEEN COMMUNITY PROJECT AND GENERAL ADMINISTRATION

554. Then there is the problem of securing co-ordination between the activities of the agencies like the Community Development Projects and the N.E.S. on the one hand and the general administrative departments on the other. It has been clear from the analysis of the working of these agencies that the programme undertaken by them is not their own programme but is also a part of the general programme of the departments concerned with the welfare activities in the district. The heads of the departments connected with various development activities in the district are, therefore, as much concerned with the execution of the project as the Collector or the Project Officer. [illegible] difference that exists [illegible] Community Development Projects [illegible] N.E.S. [illegible] all departments and [illegible] Officer. [illegible] from the district head of the [illegible]

The technical personnel employed on the project staff is under the administrative control of the Project Officer. Nevertheless, the heads of the departments have a concurrent jurisdiction over such personnel in the sphere of their technical work. Further, the officers and the technical experts under the heads of the departments have been asked to keep themselves in close touch with the co-ordinating officers, *i.e.*, the Project Officers, and study the programmes of work approved, examine the possibilities of further enlarging the scope of activities of the respective departments and if possible, prepare concerete schemes in consultation with the Project Officers. Even in actual execution of the schemes the responsibility of the district officers of these various departments is not by any means reduced so far as the technical side is concerned. They have therefore to supervise closely and guide the execution of these schemes through the project staff, and also bring to the notice of the Collector any difficulties experienced. They are also asked to suggest remedies for overcoming such difficulties and any other measures in regard to the plementation.

### DEFECTS OF DUAL CONTROL

585. The dual control of the block level specialists by the B.D.O. controlling all their movements and exercising administrative control and by the district level technical officers exercising technical control, is still not working satisfactorily. The leadership of the Collector is undoubted and the technical officers are prepared to work under him. But there is a distinct feeling among them that the introduction of the Block Development Officers is removing them from their contact with the ground staff and that the technical departments do not have enough of a say in the working of the projects. It has also happened that the departmental officers have concentrated their attention in the non-block areas where they had more direct control on their specialist staff.

586. This problem of inter-departmental co-ordination at the block level is of crucial importance and its magnitude will increase as the N. E.S. pattern spreads all over the country. Though there is no easy or quick solution to this problem it has been suggested that the future advance has to be in the direction of associating the district level technical officers fully with all phases of the programmes. They must be given full responsibility so that they can adequately discharge their function. The feeling that this is a B.D.O.'s or the Development Department's Programme, which still prevails in many quarters, has to disappear. In all technical matters the opinion of the departmental specialist should

be final, and they should be brought more and more into the day-to-day guidance of the Block level staff. In making the division between the administrative and technical control it must be recognised that much of the work which the district level technical officers do today is really of an administrative nature, and any arrangement which removes [illegible] from [illegible] field staff is not desirable, otherwise the technical field staff in course of time would become irresponsible and would lose interest in their work.

557. As the N.E.S. is going to be a permanent feature it seems worthwhile to create a permanent special cadre of Block Development Officers in the State. This would facilitate drawing of fully qualified persons from different spheres. The permanent nature of the cadre would give [illegible] a considerable amount of stability to the programme. It would also ensure concentrated and whole-hearted endeavour to co-ordinate the various development activities at the Block level.

## ORGANISATION OF A DISTRICT DEVELOPMENT COUNCIL

558. We have thus far examined the co-ordination problems, so to say, within a particular sphere. But as the Second Five Year Plan observes "District administration is an arena of change towards the new order of a socialistic pattern of society. It has to respond to the needs and aspirations of the people. It would be judged by the practical results it produces and [illegible] instrument of popular association and cooperation which it integrates into the basic structure." The crux of the whole [illegible] is that the administrative unit at the district level should be viewed as a part of the whole development administration of the State. That is to say, it is not enough that [illegible] government departments are coordinated [illegible] to [illegible] the activities of the other [illegible]. It is in this larger perspective that the need for an agency which would [illegible] all the agencies official, non-official, statutory and non-statutory [illegible] of a District Development Council [illegible] and [illegible]. The [illegible] the Government [illegible] in the rural areas [illegible] [illegible] [illegible] [illegible] the C[illegible] [illegible] N.E.S. [illegible] maintain close liaison with the agencies [illegible]

589. The Council will also suggest ways and means to remove bottlenecks and to improve techniques for speedy implementation of the Five-Year Plan and devise measures for eliciting maximum public participation in the developmental activities and also for promotion of voluntary effort through Shramadan, Bhoodan, Sampattidan, small savings, etc. In short, it would be the function of the Council to look to the alround development of the district-economic, social, educational and cultural.

### COMPOSITION

590. If the wide range of functions enumerated above are to be performed in an efficient way, and if public participation has to be elicited to the desired extent, it is necessary to make the composition of the Council widely based. It would then mean that its members would be drawn from as different fields of the district as possible. For example, the Council can be composed of members of the State Legislature and the Parliament, Village Panchayats, Co-operative Movement, educational institutions and some of the leading social workers. The only point in having such a wide base for the Council is to bring into the fold of district administration every section of the population or rather representatives of different sections of the population, so that in devising the programmes, due attention will be paid to the specific problems of different sections. Moreover, the association of members from fields like ocial service and education would also help to add to informed discussion and practical advice. Care should, however, be taken to see that the Council should not be an unwieldy body.

591. The Collector of the respective district will be the ex-officio Chairman of the District Development Council. Officers of the departments like education, agriculture, co-operation, public health, engineering, etc., shall also be its ex-officio members. Officers of other departments may also be invited to attend the meetings of the Council whenever matters pertaining to their departments are likely to be considered.

### CHANGE IN APPROACH

592. Though such Councils constituted on more or less similar lines have been operating in at least some of the States, the novelty in our suggestion consists in our different approach to the problem. As we have been repeatedly emphasising in our previous chapters, the general tendency has been that the members of the District Development Boards now in existence regard their function as purely an advisory one; they do not actively participate in the formation of the programme and their proper execution.

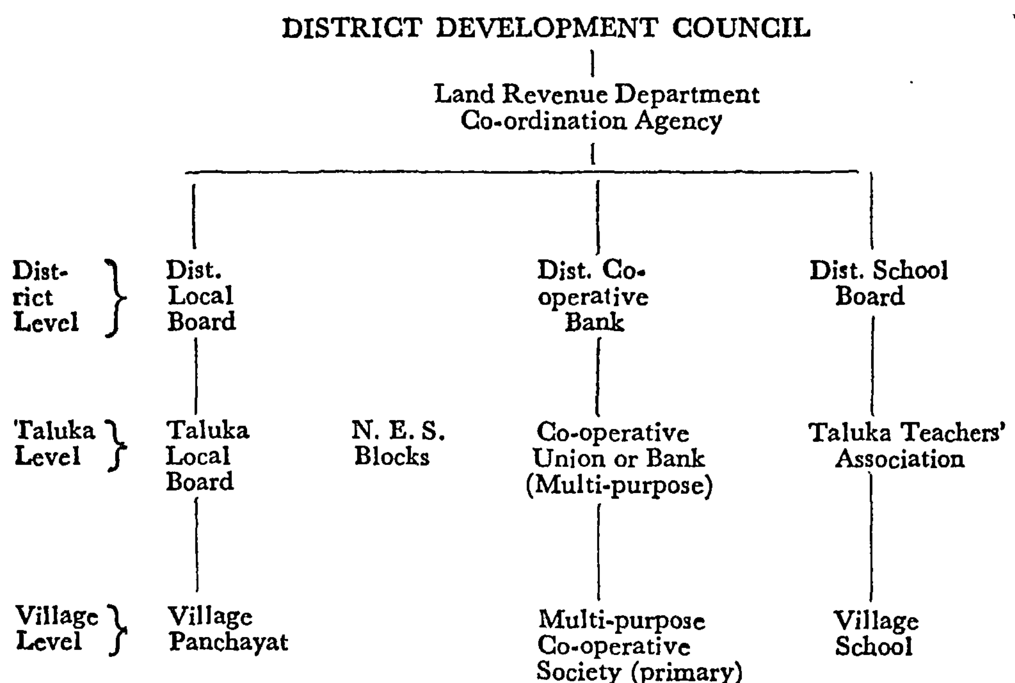
The main [illegible] of a District Department Council [illegible] the members. That is to say, there [illegible] to the [illegible] in the same [illegible] may be specifically laid down that if a member [illegible] continue [illegible] work for, say, a period of two years [illegible] be disqualified. It is [illegible] of the Council [illegible]. Only when all the members of the Council take a personal interest in the matter can the [illegible]

593. This Council will have an annual meeting [illegible] each member will [illegible] a report [illegible] the [illegible] year and in the case of [illegible] of the respective departments. [illegible] In fact it would [illegible] that the Council should function as a [illegible] That is, there should be [illegible] of the programme [illegible] constructive [illegible]. The Council [illegible] activities of the [illegible] year [illegible] Council the programme for the next year. [illegible] as far as possible [illegible] co-operation [illegible] would help the [illegible] in the [illegible] after every [illegible] really an [illegible] so far as the [illegible] is concerned.

594. At the Taluka [illegible] may be [illegible] programme for the [illegible] between [illegible] and [illegible] of the [illegible]

[illegible]

595. The [illegible]


DISTRICT DEVELOPMENT COUNCIL
Land Revenue Department
Co-ordination Agency
District Level
Dist. Local Board
Dist. Co-operative Bank
Dist. School Board
Taluka Level
Taluka Local Board
N. E. S. Blocks
Co-operative Union or Bank (Multi-purpose)
Taluka Teachers' Association
Village Level
Village Panchayat
Multi-purpose Co-operative Society (primary)
Village School

# CHAPTER IX

## SUMMARY OF RECOMMENDATIONS

596. While examining the working of the [illegible] statutory institutions connected with development [illegible] the district we have pointed out certain defects [illegible] in their operations and have [illegible] certain measures to make them [illegible] more effective in their [illegible]. The purpose of this chapter is to sum up the main recommendations made therein.

597. At this stage, it is pertinent to [illegible] the background against which these recommendations [illegible]. As we have emphasised in the earlier chapters, the [illegible] in reorganising the development [illegible] (1) to bring about economic development of the [illegible] in particular to rehabilitate the economically [illegible] of the rural society and (2) to create real [illegible] with the active co-operation from the people. [illegible] purpose [illegible] we can [illegible] administration which [illegible] results. In this context, the [illegible] importance

1. The multi-purpose co-operative [illegible] economic development.

2. The Community Development [illegible] increase [illegible]

3. The Village School [illegible]

4. The Village Panchayat [illegible]

However [illegible] recommendations [illegible]

[illegible]

[illegible]

rural problems. It has been admitted that co-operative credit alone cannot be the panacea for all economic ills from which the farmer is suffering. Hence to bring about alround improvement in the economic condition of the farmers, it is necessary to tackle all the problems of the farmers simultaneously. The multi-purpose co-operative society is an agency designed for this purpose. Improvement in methods of farming, in the business aspect of cultivation as well as in social conditions—all these aspects could be covered well by the multi-purpose co-operative society. In fact, the sphere of activity of such a society is ever widening in the sense that as people appreciate the value of co-operation in one sphere, additional functions could be brought within its ambit.

599. For enabling the multi-purpose co-operative society in each village envisaged above to undertake such multifarious activities, there is the necessity of organising a servicing central agency of a federal type like a Banking Union or a marketing society. Thus, a group of contiguous village societies can have a central agency whose function it will be to provide guidance, technical advice and assistance. This Union will be managed by the representatives of the societies. It may be observed that there is distinct superiority of the Banking Unions over District Banks in exercising supervision over the societies, as can be seen from the following observations made in the Press Summary of the All India Rural Credit Survey Report, Vol. I, Part II.

"In 6 out of the 34 central banks in districts with only one central bank, the proportion of overdues to loans outstanding was 25 per cent or more as on 30th June 1951. Of the 61 central banks studied in districts with more than one central bank, in the case of 25 central banks, the proportion of overdues to loans outstanding was more than 25 per cent. Of the 29 banking unions, for which the relevant data were available, in the case of 8, no overdues were reported while in the case of 10, all from the Punjab, the proportion of overdues to loans outstanding was less than 5 per cent."*

### COMMUNITY PROJECTS AND N. E. S.

600. Community Development Projects and the N.E.S. are the new organisations intended to give stimulation to production in agriculture and village industries and also to bring the results of research to the doors of the farmers. The Community

* For details refer to the All-India Rural Credit Survey, Report of the Committee of Direction, Volume I—The Survey Report, Part II (Credit Agencies), Reserve Bank of India, Bombay, 1957, p. 312.

Projects are a temporary organisation which will in the due course give place to the N.E.S. The origin of the N.E.S. can be traced back to the experiments of carrying the results of agricultural research conducted in Land Grant Colleges and Universities in U.S.A. to the farmers. In such colleges the specialists undertake research in specific agricultural problems and the results are carried to the farmers through agencies like the N.E.S. Such a transplanting of research, therefore, becomes a continuous process in the promotion of technical efficiency in cultivation.

601. In India this link is conspicuously missing. There is, therefore, the need for specialist research workers who will serve as the guiding spirit to the village level workers. In India the idea of rehabilitation of the backward farmers is specially associated with the N.E.S. programme. Viewed from that perspective, it would be the duty of the N.E.S. to make a detailed study of the individual cultivator with a view to discovering his social and economic needs. It is in the light of this study that a plan for his rehabilitation shall have to be prepared.

602. In the context of the re-organisation that we are visualising, it is clear that the objectives of the N.E.S. and the multi-purpose cooperatives border on the same set of problems. It would be, therefore, better if the N.E.S. is closely associated with the cooperative movement, rather than with the revenue department as it is being done now. For this purpose there should be a cooperative organisation coterminous with the N.E.S. organisation. The N.E.S. no doubt will be mainly concerned with the development of agriculture but as has been previously pointed out, agriculture without cooperation would be lame and cooperation without agriculture would be blind. It is, therefore, desirable to bring about a proper and concerted coordination between the activities of both these agencies which would then imply that the N.E.S. should virtually merge into cooperative institutions.

603. We have specifically examined the administrative structure provided by the Government of Bombay for the administration of the N.E.S. and have pointed out certain defects which can be broadly summarised as under:

(a) Having regard to the heavy revenue duties now devolving on the Deputy Collectors, Mamlatdars, Mahalkaris, Circle Inspectors, etc. as a result of [illegible] land [illegible] the Bombay [illegible]

possible for them to work efficiently as extension workers in their areas.

(*b*) The area of 10 villages assigned to the village level worker now is relatively very large especially because he has also to carry out his regular revenue duties. The role of the village level worker, as we have emphasised in the previous chapter, is something more than a mere cog in the administrative machinery, expected as he is to be a friend, philosopher and guide to the rural community. It is, therefore, too much to expect that in the present situation the village level worker would come up to the standard expected of him.

(*c*) If this integrated scheme as prevalent in the Bombay State continues, there is, therefore, the fear that both the revenue and N.E.S. work will suffer. In this connection, the Annual Administration Report for the year 1955-56 of the Bombay State Co-operative Bank offers the following instructive comment.

"Since the introduction of the Community Projects and National Extension Blocks, the supervision over the primaries is entrusted to Gram Sevaks who work under the control of the Project or Block Officer who is a Revenue Officer. Such an arrangement has led to further deterioration of the supervision arrangement as neither the Co-operative Department nor the central banks nor the co-operative societies have any voice in regulating or controlling the work of the Gram Sevaks who have neither the training nor the aptitude for supervision much less for direction and expansion of the integrated system of credit. With the extension of the National Extension Blocks throughout the State, the time has come to take a decision on this question if the integrated system of agricultural credit has to make any progress." (page 39).

"It is observed by experience that the Gram Sevaks who have to attend to other functions and are inexperienced in the co-operative work are not suited to the task of effective supervision and control over the co-operative societies and, being under the control of the Project Administration, they are not amenable to the control of the Co-operative Department, which is responsible for the efficient conduct of the co-operative institutions. The Supervising Unions are, therefore, ineffective in maintaining adequate and effective supervision over the affiliated societies, as the Supervisors are appointed by the Co-operative Department in other areas or are

controlled by the Project Administration in the case of Community Development or National Extension Service Blocks" (pp. 7475).

[illegible] In the light of the deficiencies pointed out above, we offer the following recommendations:

(a) The Deputy Collectors and the Mamlatdars should be relieved from their respective duties as Project and Block Development Officers.

(b) It is necessary to appoint full-time Block Development Officers who will be placed exclusively in charge of them. Suitable workers could be selected from among the revenue, agriculture or cooperative departments, or even from social workers. In making the selection, the important criterion should be to see that they possess the necessary aptitude for such work.

Before placing them in charge of a Block, they should receive intensive training in the [illegible] of a [illegible] community project administration and the N.E.S. [illegible]. Therefore a separate cadre of Block Development Officers and Project Officers should be created so that competent men are attracted to the service.

We have already emphasised that the officers [illegible] should be of a higher calibre so that they perform their duties efficiently.

Under present organisation, the N.E.S. [illegible] the functions [illegible] PWD [illegible] and Local Boards. In view of the [illegible]

[illegible]

[illegible]

the focal point of education and cultural activities in the village In this connection it is desirable to constitute a Taluka Teachers' Board, so that the teachers continuously discuss their problems of teaching in general and of the cultural activities in their villages. The teachers, besides running the village schools efficiently, would plan and formulate educational programmes of general interest to the village such as adult education and other cultural activities.

### VILLAGE PANCHAYATS

606. We have pointed out that the need for revitalising the institution of panchayat has acquired a sense of urgency after the attainment of Independence. The Directive Principles of the Constitution lay down "that the state should take steps to organise village panchayats and endow them with such power and authority as may be necessary to enable them to function as units of self-government." Therefore, every village or a group of villages should have a village panchayat working very efficiently. It should be able to actively co-operate with the development activities of government. It can help in the implementation of land reform measures and in course of time take over some of the decentralised functions of the Revenue department concerned with the village administration. If the rural population is to be integrated into a homogeneous community the panchayats must be conceived as the focal point of rural administration.

Naturally, if the panchayats are to discharge these increasing responsibilities their finances should be strengthened by alloting to them a higher percentage in the land revenue derived from the village and by making more liberal grants or subsidies.

Every year an assessment of the working of the village panchayats should be made and on that basis each panchayat should be classified into three broad categories: (i) good, (ii) ordinary, and (iii) poor. Such a classification would enable to take appropriate remedies for improving those panchayats which show tendencies of deterioration.

### 607. TALUKA LOCAL BOARDS

1. In the place of the Taluka Associations and the Taluka Development Boards the logical evolution appears to be the creation of Taluka Local Board. We, therefore, recommend the creation of Taluka Local Board whose members shall be the representatives of the Village Panchayats in the area.

2 It [illegible] be [illegible] of the District Local Board, [illegible] and [illegible] and even finance from it

The main functions of the Taluka Local Boards [illegible] to carry out a survey of all the villages in the area [illegible] certain of their needs and requirements, to prepare programmes of development and help the Village Panchayats to carry them out, to decide priorities and to secure help from District Local Board from Government, etc

Naturally, if the Taluka Local Boards are to perform their functions adequately, it is necessary to strengthen [illegible] by extending liberal financial help

## 6.5 DISTRICT LOCAL BOARDS

1 The status of the District Local Board [illegible] and it should be [illegible] for the development of the area [illegible] organisation that the local people [illegible] for the development of the rural area

2 The District Local Board [illegible] in the [illegible]

3 To enable the District Local Board [illegible] Government [illegible]

## 6.6 GOVERNMENT DEPARTMENTS

In so far as Government departments [illegible] the greatest [illegible]

## [illegible]

1 We [illegible] departments [illegible]

titutions to which we have referred earlier. The first among these is the Department of Agriculture. As our analysis of the working of the Agricultural Department has shown, at present the department has not been able to devote the requisite attention to the most important task of increasing agricultural production to a substantial extent. This aspect of administration is so wide that one can hardly hope that the existing machinery itself will be able to discharge the duties satisfactorily. It is, therefore, that we recommend the appointment of special Director for Agriculture in the State as has been done, for example in Travancore-Cochin (Kerla State). The main basis of this recommendation is to see that the department should be able to gear up the entire rural population to the task of bringing about a sizeable increase in productivity, supplying such guidance, aid and direction as are required in the field of research and extension.

2. In order that the department may be able to cope up with the functions envisaged above and also that it may be able to meet the increase in demand of the extension agency implicit in the expansion of the N.E.S. and the Community Project programmes, the strengthening of the technical staff of the department at all levels is imperative

### 611. EDUCATION

At present, supervision and inspection of the primary school is done by Government officials while their actual administration is entrusted to the District Local Boards and municipalities. This system of dual responsibility, as we have shown, results in inefficiency and sometimes wastage also. It is, therefore, desirable to entrust all these three duties of administration, inspection, and supervision of primary education to only one agency.

### 612. REVENUE DEPARTMENT

In the second part of the report we have made various recommendations for the strengthening of the working of the Revenue Administration of the District. We do not repeat these here but we only re-emphasise that the working of most of the departments mentioned before will be strengthened and properly co-ordinated if this department works efficiently. This is the most essential feature in the whole of the district administration.

### 613. DISTRICT DEVELOPMENT COUNCIL

1. The crux of the whole issue of district administration is that the organisation at the district level should be viewed as

a central feature of all the development activities of the area at [illegible]. It is in this larger perspective that the need for an agency [illegible] all the agencies of [illegible]. For this purpose, we recommend the constitution of a District Development Council [illegible] for each district. The main function of the Council shall be to advise the Government on policy in respect of development affecting the rural areas of the district and to coordinate the development activities of the various departments and also to see that the plans formulated are carried out properly and in time. Each department will [illegible] its programme [illegible] to the Council for scrutiny and advice.

2. If the wide range of functions [illegible] above are to be performed in an efficient manner [illegible] to the maximum extent, it is necessary to make the composition of the Council widely based. [illegible] desirable to draw members from different fields of activity as [illegible], for example, members of the State Legislature and the Parliament, and Village Panchayats, cooperatives, social workers, representatives of [illegible] [illegible], etc.

3. The existing Development Boards and [illegible] Advisory Committees [illegible] by these District Development Councils. To begin with these [illegible] [illegible] can be [illegible] in the [illegible].

4. The Chairman of the district will be [illegible] the [illegible] of the Council, [illegible] of departments [illegible] [illegible] the [illegible].

5. [illegible] of the Council [illegible] [illegible].

6. The Council [illegible] [illegible] [illegible] departments.

# APPENDIX I

*(Referred to in Para 389)*

## NEED FOR VILLAGE TELEPHONES

By

MANILAL B. NANAVATI

In my Report on 'Agricultural Indebtedness of the Baroda State' published in 1913, I had made a suggestion that the telephone system should be extended to the villages in Baroda State. Subsequently, in the year 1917-18 the Baroda Government asked me to make a study of the operation of the telephone system in the Gondal and Morvi States in Kathiawar (now in Saurashtra). With that objective, I proceeded to the Morvi State taking with me the Electrical Engineer of the State.

In Morvi State, every village was covered by the telephone system so that the State could communicate on telephone with any village in the State. One characteristic feature of the system, however, was that the telephones were made use of exclusively for the State business. We could not make any further study of the system beyond this, because the State authorities appeared to be unwilling to extend the necessary co-operation to us for conducting such a study.

The conditions at Gondal were quite different. Here the telephone system was operated for the purpose of the State business as well as for the benefit of the public. We found out on examination that in a majority of .cases when any information was required from a village, it was obtained immediately on telephone. A record of the conversation that transpired was kept by both the parties concerned. Naturally, such a procedure saved a lot of time and also helped in the quick disposal of correspondence.

This system also saved a lot of inconvenience and helped in saving avoidable expenditure. For instance, on any particular day when the hearing was fixed, if the Court—revenue or judicial —was unable to take up the case in question, it would intimate the parties concerned in the villages through the telephone. Thus the public was saved from the inconvenience and the expenditure which it would otherwise have entailed.

In the village, the telephone was located in the chora and *pasayata* used to attend to it.

b) The telephone can also serve some social purposes like calling for medical aid, etc.

c) In case of pending cases, a person residing in any village could directly contact the Government Department concerned and thus help expedite the disposal of the case.

If the telephone system is made to serve these purposes we can safely presume that people benefiting from the telephone services shall gladly pay for it

(2) *Public*

a) The paramount importance of the telephone is realised under emergencies like fire, epidemics among men and cattle, floods, etc. In such times of emergency, proper authorities could be contacted and help sought for in time.

b) Today, the State Departments have to collect a great deal of statistical data and other information from the villages. The usual method of correspondence not only takes a lot of time but sometimes it may not enable one to get the required information in time. The telephone system could obviate this difficulty.

c) The touring staff now finds it rather difficult to pursue what can be called the 'follow-up' enquiries. Such staff will issue instructions to the village officers on the spot but there is no fool-proof method to find out how far the instructions so issued have been or are being carried out. If the villages are, therefore, connected by telephones, there could be a continuous check on this. The telephone could also help in knowing whether the materials dispatched to villages such as seeds, fertilizers, etc., have reached the villages in time and also whether they are being used.

If the telephone system is put to use as visualised above, it would go to reduce considerably the travelling of the subordinate staff and the consequent expenditure. Another important benefit that the telephone system can do to the village administration is in regard to the Talatis. Generally, the Talati does not stay in the village as is expected of him. As a result, the work of a Talati suffers. Under the present system, there is no proper and continuous check which would ensure the continuous stay of the Talati in the village. The installation of the telephone in a village would tend to stop such unauthorised absence of the Talati

and the Tal[illegible]
[illegible] The Tal[illegible]
[illegible]
[illegible] people [illegible] the T[illegible]
[illegible] If, [illegible]
in the village he will [illegible]
and thus he may be [illegible]

Now that S[illegible]
get that there [illegible]
[illegible] called [illegible]
[illegible]

Like [illegible] the [illegible]
[illegible]
all. If there [illegible] the [illegible]
[illegible] act with the [illegible]
[illegible]
[illegible] the [illegible]
[illegible]
[illegible] certainly [illegible]
decision to be [illegible]

# LIST OF EXHIBITS REFERRED TO IN THE REPORT

| Exhibit No. | Referred to in para | Description |
|---|---|---|
| | | CHAPTER III |
| 1 | 44 | Statement showing the different Sub-Divisions, Talukas and Villages in each Taluka of the Surat District. |
| 2 | 52 | Statement showing the distribution of work between different branches in the Surat Collector's Office. |
| 3 | 52 | Schedule giving a list of the various Acts administered by the Collector. |
| 4 | 61, 94 289, 291 | Schedule showing classification of subjects with trilaterals adopted for division of work among the clerks and for purposes of record. |
| | | CHAPTER IV |
| 5 | 99 | Form of Docket Sheet according to Anderson's Manual of Office Procedure. |
| 6 | 107 | Statement showing the number of pending cases in the Revenue Offices of the Surat District, as a result of census of papers taken on 15-9-1955. |
| 7 | 114 | Subject-wise analysis of the pending cases in the Revenue Offices of the Surat District. |
| 8 | 116 | Office-wise analysis of the pending cases in the Revenue Offices of the Surat District. |
| 9 | 118 | Form of Quarterly Statement of arrears with reasons for cases pending over six months. |
| 10 | 119 | Statement showing Government references (await) pending in the Surat Collector's Office with duration of pendency. |
| 11 | 136 | Statement showing references to and fro in a non-agricultural building permission case in the Surat District handled by various Revenue Offices. |
| 12 | 144 | Statement showing the details of pending compliances of Inspection Notes drawn by Collector of Surat, during the years 1949 to 1953. |
| 13 | 174 | A list of official and non-official Committees in the Surat District, of which the Collector is chairman. |
| 14 | 178, 210 | Statement showing typical cases of perfunctory handling resulting in delays. |
| 15 | 208, 375 419 | Statement giving a list of topics for which standard form of enquiry should be devised and printed forms supplied. |
| 16 | 287 | Statement showing frequent transfers of Mamlatdars of Navsari and Chikhli Talukas of the Surat District from 1950 to 1955. |

| Table No. | Reference to page | Description |
| --- | --- | --- |
| [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] |
| | | Chapter VI |
| [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] |

| Exhibit No. | Referred to in para | Description |
|---|---|---|
| 33 | 519 | Appendix showing the details of work done in the Poona Sarvodaya Centre, in Mahuwa Taluka of the Surat District, conducted by Sanchalak Shri Mansukhbhai Kumarsingh. |
| | | CHAPTER VIII |
| 34 | 579 | Appendix showing the nature of assistance rendered by the Revenue Department to the other Departments in the District. |

TABLE [illegible] — [illegible]

[illegible]

[illegible]

| [illegible] | | | | | [illegible] | | | |
|---|---|---|---|---|---|---|---|---|
| [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] |
| [illegible] | | | | | [illegible] | | | |
| [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] |

* [illegible]

EXHIBIT 2 — *Referred to in para 52*

*Statement showing the distribution of work in different branches in the Surat Collector's Office*

Collector

Personal Asst. (Deputy Collector)

| Chitnish Branch | | Head Clerk Branch | | District Development Board Branch | |
|---|---|---|---|---|---|
| Chitnish | (Gazetted Post Mamlatdar) | Head Clerk | (Gazetted Post Mamlatdar) | Asst. Secretary | (Gazetted Post Mamlatdar) |
| E. S. T. (Establishment) | 1 Asst. Chitnish (A. K.)<br>3 Clerks | Election and N. S. C. (National Savings Certificate) | 1 Election A. K.<br>4 Clerks | Development | 1 D. D. Works A.K.<br>4 Clerks |
| L. N. D. (Land Revenue) | 1 Kharland Surveyor (A. K.)<br>4 Clerks | | | | |
| A. D. M. (Administration) | 1 Money Lending A. K.<br>3 Clerks | Local Bodies | 1 Asst. Head Clerk (A. K.)<br>4 Clerks | D. D. Board | 1 F. Y. P. A. K.<br>2 Clerks<br>1 Typist |
| W. T. N. (Watan) | 1 Second Clerk (A. K.)<br>4 Clerks | Home, Law & Order | 1 Dy. Chitnish (A.K.)<br>2 Clerks | | |
| | | Rehabilitation | 1 Deputy Accountant (A. K.)<br>2 Clerks | | |
| | | O. & M. (Organisation and Method) | 1 Add. Dy. Chitnish (A. K.)<br>1 Clerk | | |
| | | Record | 1 Huzur Record Keeper (A. K.) | | |

APPENDIX 2 — [illegible] para 31

*Schedule [illegible] of Bombay Acts [illegible] in the Collectorate*

| Sr. No. | Name of the Act |
| --- | --- |
| 1 | The Military Authorities (Assistance to Marching Troops) Act (XXII of 18[illegible]) Central Act |
| 2 | Exemption from Land Revenue Act II of 18[illegible] — Bombay Act |
| 3 | Exemption from payment of Land Revenue VII of 18[illegible] (Bombay Act) |
| 4 | Bombay Village Police Act (VIII of 18[illegible]) |
| 5 | Bombay Ferries Act (II of 18[illegible]). |
| 6 | The Court Fees Act, 1870 |
| 7 | The Pensions Act (XXIII of 1871) (Central Act). |
| 8 | Rules under the Pensions Act (XXIII of 1871) |
| 9 | The Bombay Hereditary Offices Act (III of 1874) |
| 10 | The Treasure Trove Act (VI of 18[illegible]) (Central Act) |
| 11. | The Bombay Land Revenue Code (V of 1879) |
| 12 | Bombay Irrigation Act (VII of 1879) |
| 13 | The Mamlatdars Act ([illegible]) (Bombay Act). |
| 14 | The Bombay Village Sanitation Act (I of 18[illegible]) |
| 15 | The Revenue Recovery Act (I of 18[illegible]) (Central Act) |
| 16 | The Guardians and Wards Act (VIII of 18[illegible]) (Central Act) |
| 17 | The Land Acquisition Act (I of 1894) (Central Act) |
| 18 | The Indian Stamp Act (II of 18[illegible]) (Central Act) |

[illegible]

EXHIBIT 4 — *Referred to in paras* 61, 94, 289, 291

*Schedule showing the classification of subjects with trilaterals adopted for division of work among the clerks and for purposes of record*

| *Subject* | | *Nature* |
|---|---|---|
| Land Acquisition | L. A. Q. | All preliminary work such as valuation of land to be acquired for Government purposes, arranging, taking or handing over possession, etc. |
| Record of Rights | RTS. | All cases in connection with record of rights including application for entering of names and disputes thereunder. |
| Revenue | REV. | All matters relating to revenue such as disposal of Government trees, grass, right over sand, kankar, earth, etc. |
| Magisterial | MAG. | Chapter cases and all other matters regarding the administration of Criminal Law. |
| Medical | MED. | Reports in connection with epidemics and arrangements for providing relief. |
| Military | MIL. | Arrangements for camping of military and the like. |
| Miscellaneous | MSC. | Matters which do not fall under a particular subject. |
| Municipality | MUN. | Subject pertaining to and correspondence with the Municipality. |
| Police | POL. | Matters relating to issue of hotel and arm licences, etc. |
| Public Works Dept. | P.W.D. | Construction and repairs to Chavdis and execution of civil work. |
| Irrigation | I.R.R. | Repairs to irrigation tanks and levy of himayat or irrigation tax. |
| Railway | RLY. | Question regarding transfer of land, etc. |
| Stamp | STP. | Receipt and issue of stamps including sale and maintenance of accounts. |
| Survey | SRV. | Applications for measurements, etc. |
| Tagavi | TAG. | Disposal of loan applications and maintenance of accounts of advances and realization of instalments of principal and interest. |
| Budget | BGT. | |
| Treasury | TRY. | Preparation of vouchers, chalans, maintenance of subsidy registers and accounts, payment and receipt of money, etc. |
| Co-operative Societies | CCS. | Correspondence relating to recovery of dues. |

| Subject | | Notes |
|---|---|---|
| Dead Yard | (D) | [illegible] |
| Displaced Persons | DP | [illegible] |
| Evacuee Property | EVC | — |
| Taluka Development Fund | TDF | [illegible] |
| Elections | | [illegible] |
| National Extension Service | NES | [illegible] |
| Rent Courts | | [illegible] |
| National Savings | | do. |
| Treasury Cash | TRC | —do. |
| Money Lending | MLD | |
| Five Year Plan | FYP | |
| Local Self Government | LSG | |
| Village Panchayat | VP | |
| Post War Reconstruction | PWR | |
| National Saving Certificates | NSC | |
| War | WAF | |
| District Development Board | DDB | |
| Income Tax | ITX | |
| Sales Tax | STX | |
| Pensions | PEN | |
| Government Promissory Notes | GPN | |
| Fat Home | FHM | |
| Law | LAW | |
| Non Agriculturists | NA | |
| Khar Land Scheme | KLS | |
| Compensation | CMP | |

EXHIBIT 5 — *Referred to in para* 99

Schedule showing the form of Docket Sheet according to Anderson's Manual of Office Procedure

DOCKET SHEET

| | | |
|---|---|---|
| D.T. to be detached and kept in record room as index | Bulsar: Settlement of Bulsar Chikhli Range (including Pardi and Valod) | No. 101 Compilation F. O. R. |
| To remain with compilation clerk when case is current then in record room | Bulsar: Settlement of Bulsar Chikhli Range (including Pardi and Chikhli) | No. 101 Compilation F.O.R. |
| 13·5·08 +W Accept Separate | D. F. O.'s 93 (*c*) fd. by Consr.'s 556 D.F.O. send long report with appendices and photos and opinion of Consr. Proposes afforestment of 820 acres in 19 villages and a few disafforestation | |
| p. 12 18.5 | In succession to S.P. For remarks C.P. R-17-8 | |
| 17·6 p. 16 | C. P. submits (FOR-23) (*a*) M'kari Valod's FOR-9-13.6.08 objecting to some acquisition especially near Valod. Strongly opposes at Parran and Valod. | |
| p. 23 5-7 | Petition (*b*) of Valod people against acquisition Fd. to C. P. for report. | |
| p. 29 8.7 | C. P. (FOR). (23) return (*b*) w. r. to (*a*) | |
| 13·7 | D. F. O. for remarks | |
| 13-7 0·34 | D. F. O. (227-16-7-08) refers to (*c*) and traverses Valod petition thro' Consr. (1373) | |

EXHIBIT 6 — *Referred to in para* 107

*Statement showing the No. of pending cases in the Revenue offices (particularly in Navsari and Chikhli Talukas of the Surat District) as a result of Census taken on 15th September 1955*

| Name of Office | Within one month | Over one month and upto six months | Above six months and under 12 months | From 1 to 2 years | From 2 to 3 years | Above 3 and upto 4 years | Above 4 and upto 5 years | Above 5 and upto 10 years | Above 10 and upto 20 years | Above 20 years | Total |
|---|---|---|---|---|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 |
| Collector Office, Surat | 2,100 | 1,173 | 312 | 308 | 79 | 32 | 19 | 84 | 6 | 1 | 4,114 |
| Mamlatdar Office, Navsari | 235 | 468 | 226 | 125 | 76 | 27 | 23 | 21 | 7 | 1 | 1,209 |
| Mamlatdar Office, Chikhli | 226 | 457 | 221 | 130 | 92 | 12 | 7 | 22 | 8 | — | 1,175 |
| Total of the District | 7,709 | 10,031 | 3,519 | 3,445 | 1,596 | 1,341 | 771 | 1,106 | 795 | 34 | 30,347 |
| P. O. N. P. | 938 | 1,240 | 647 | 411 | 245 | 108 | 49 | 92 | 13 | 1 | 3,744 |
| P. O. B. P. | 827 | 1,717 | 573 | 381 | 188 | 55 | 31 | 61 | 16 | — | 3,848 |

[illegible]

*[illegible]*

| Subject | [illegible] | [illegible] | [illegible] |
|---|---|---|---|
| Boundary | 173 | [illegible] | [illegible] |
| City Survey | [illegible] | 110 | 24 |
| Cooperative Society Dues | 112 | [illegible] | 11 |
| Tenancy | 12 | 94 | 413 |
| Land | [illegible] | [illegible] | 440 |
| Land Acquisition | [illegible] | 315 | 35 |
| Miscellaneous | 2 | 16 | 1 |
| Revenue | 159 | [illegible] | 19 |
| Record of Rights | 377 | [illegible] | 18 |
| Watan | 349 | 719 | 71 |
| Total | [illegible] | [illegible] | 1119 |
| Grand Total | [illegible] | | |

EXHIBIT 8 —*Referred to in para* 115

*Statement showing office-wise analysis of the pending cases in the Revenue offices of the Surat District*

| Name of Office | | Between 6 months to 12 months | Between 1 year to 5 years | Between 5 years to 20 years | Total |
|---|---|---|---|---|---|
| 1. Collector Office | .. | 312 | 438 | 81 | 831 |
| 2. D. I. L. R. | .. | 187 | 1,090 | 670 | 2,947 |
| 3. City Survey | .. | 45 | 50 | 15 | 110 |
| 4. Land Acquisition | .. | 103 | 199 | 13 | 315 |
| 5. Navsari Prant | .. | 36 | 54 | — | 90 |
| 6. Vyara ,, | .. | 65 | 58 | 7 | 130 |
| 7. Surat ,, | .. | 127 | 183 | 6 | 316 |
| 8. Bulsar ,, | .. | 31 | 46 | 8 | 85 |
| 9. Navsari Taluka | .. | 226 | 251 | 29 | 506 |
| 10. Mahuwa ,, | .. | 72 | 72 | 5 | 149 |
| 11. Bansda ,, | .. | 220 | 268 | 53 | 541 |
| 12. Gandevi ,, | .. | 93 | 168 | 19 | 280 |
| 13. Bardoli ,, | .. | 150 | 308 | 84 | 542 |
| 14. Valod ,, | .. | 22 | 131 | 15 | 168 |
| 15. Mandvi ,, | .. | 115 | 194 | 69 | 378 |
| 16. Vyara ,, | .. | 89 | 149 | 12 | 250 |
| 17. Songadh ,, | .. | 32 | 367 | — | 399 |
| 18. Chorasi ,, | .. | 348 | 1,410 | 596 | 2,354 |
| 19. Olpad ,, | .. | 305 | 585 | 108 | 998 |
| 20. Kamrej ,, | .. | 79 | 201 | 23 | 303 |
| 21. Mangrol ,, | .. | 237 | 299 | 52 | 588 |
| 22. Palsana ,, | .. | 96 | 113 | 3 | 212 |
| 23. Bulsar ,, | .. | 203 | 303 | 21 | 527 |
| 24. Pardi ,, | .. | 57 | 45 | 15 | 117 |
| 25. Chikhli ,, | .. | 221 | 241 | 30 | 492 |
| 26. Dharampur ,, | .. | 67 | 24 | — | 91 |
| Grand Total | .. | 3,538 | 7,237 | 1,934 | 12,709 |

[illegible]

*[illegible]*

| S. No. | Subject | [illegible] Quarter | [illegible] Quarter | [illegible] | [illegible] | [illegible] |
|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 | [illegible] |

Pending Cases

| [illegible] | Over [illegible] | Over [illegible] | Over [illegible] | Over [illegible] | [illegible] Total | [illegible] | [illegible] |
|---|---|---|---|---|---|---|---|
| 6 | 9 | 10 | 11 | 12 | 13 | 14 | 15 |

EXHIBIT 10—*Referred to in para* 119

*Statement showing Government References Pending (Await) in the Collector's Office, Surat, with duration of pending*

| Branch | Total | upto one month | upto two months | upto three months | upto six months | upto one year | over one year | Re-marks |
|---|---|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 |
| Chitnish .. | 147 | 29 | 25 | 30 | 32 | 17 | 14 | |
| Money Lending .. | 5 | 2 | 3 | — | — | — | — | |
| D. D. Board .. | 3 | 2 | 1 | — | — | — | — | |
| Deputy Chitnish P.O.L. Clerk | 5 | 4 | — | — | 1 | — | — | |
| A.R.M. ,, .. | 4 | 1 | 2 | 1 | — | — | — | |
| R.E.H. ,, .. | 14 | 5 | 1 | 5 | 3 | — | — | |
| E.V.C. ,, .. | 7 | 4 | 1 | 1 | 1 | — | — | |
| | 30 | 14 | 4 | 7 | 5 | | | |
| Election .. | 3 | 3 | — | — | — | — | — | |
| Head Clerk .. | 110 | 23 | 19 | 23 | 11 | 16 | 18 | |
| Total .. | 298 | 73 | 52 | 60 | 48 | 33 | 32 | |

[illegible]

*Statement showing the [illegible]*

[illegible]

[illegible] Office and [illegible]

| From whom | To whom sent | No. and date | Remarks |
|---|---|---|---|
| Collector | District Deputy Collector | [illegible] | [illegible] |
| Dist. Dy. Collector | Mamlatdar | [illegible] | [illegible] |
| Mamlatdar | President D.L.B. | [illegible] | [illegible] |
| President | Mamlatdar | [illegible] | [illegible] |
| Mamlatdar | President D.L.B. | [illegible] | [illegible] |
| President | Mamlatdar | [illegible] | [illegible] |
| Mamlatdar | [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] | [illegible] |

| Who sent | To whom sent | No. and date | Purpose |
|---|---|---|---|
| Collector | District Dy. Collector | 9-12-49 | Returned observing that complete information and sketch showing whether there are other buildings coming within the marginal limits were not furnished. How can the patas effected at the time of giving land in 1897 can now be interfered with and why should permission be not granted to the applicant to build ? |
| District Dy. Collector | Mamlatdar | 14-12-49 | |
| Mamlatdar | Village Officer | 16-12-49 | |
| Village Officer | Mamlatdar | 12-1-50 | |
| Mamlatdar | District Dy. Collector | 29-3-50 | |
| District Dy. Collector | Mamlatdar | 6-4-50 | |
| Mamlatdar | Circle Officer | 17-4-50 | |
| Circle Officer | Mamlatdar | 13-5-50 | |
| Mamlatdar | Dist. Dy. Collector | 16-5-50 | |
| District Dy. Collector | Mamlatdar | 30-5-50 | Asking for sketch showing buildings on both sides of the road and the area of buildings coming within marginal limits. |
| Mamlatdar | Circle Officer | 22-6-50 | |
| Circle Officer | Mamlatdar | 8-8-50 | |
| Mamlatdar | Circle Officer | 8-8-50 | |
| Circle Officer | Mamlatdar | 21-8-50 | |
| Mamlatdar | District Dy. Collector | 22-8-50 | |
| District Dy. Collector. | Mamlatdar | 31-8-50 | |
| Mamlatdar | Circle Officer | 31-8-50 | |

| [illegible] | [illegible] | [illegible] | [illegible] |
|---|---|---|---|
| [illegible] | [illegible] | | |
| [illegible] | [illegible] | [illegible] | |
| [illegible] | [illegible] | [illegible] | |
| [illegible] | [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] | |
| [illegible] | [illegible] | | |
| [illegible] | [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] | |
| [illegible] | [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] | |
| [illegible] | [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] | |
| [illegible] | [illegible] | [illegible] | |

| Who sent | To whom sent | No. and date | Purpose |
|---|---|---|---|
| Collector | Mamlatdar | 26-6-53 | Called for proposals under G.R.R. D. No. 2047/51 dated 18th Dec. 51 as the land is Agricultural land being S. No. 637/1. Whether the applicant is willing to execute a bond on stamp (Rs. 1½ ) if the unauthorised construction be regularised and to pay fine.<br><br>What is the deficit in margin in each direction. The Mamlatdar should not have sent the original file to the D. L. B. but should have called for opinion by a separate letter. |
| Mamlatdar | Circle Officer | 30-6-53 | |
| Circle Officer | Mamlatdar | 3-7-53 | |
| Mamlatdar | Collector through District Dy. Collector | | |
| District Dy. Collector | Mamlatdar | 6-7-53 | Deficit margin towards road. Calculation of fine. |
| Mamlatdar | Circle Officer | 8-7-53 | |
| Circle Officer | Mamlatdar | 9-7-53 | |
| Mamlatdar | District Dy. Collector | 13-7-53 | |
| District Dy. Collector | Collector | 15-7-53 | Collector passed orders No. LND/W/Sr-152 on 21-1-54 withdrawing the stay.<br><br>Order to construct in his S. No. 637/1 on condition that the occupant shall execute an agreement on proper stamp paper before the Mamlatdar, Navsari to the effect that he would remove objectional portion of the construction falling within the limits of 80' from the centre of the District Major Road viz. road from Jalalpore to Navsari lying towards the North at his own cost and risk and without claiming any compensation therefore whenever so required by the Government failing which it will be opened to the Collector to do so at occupant's cost and risk and the said cost shall be recovered from him as an arrear of Land Revenue. |

[illegible]

[illegible]

| [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | Remarks |
|---|---|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 |
| [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | | |
| [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | | |
| [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | | |
| [illegible] | [illegible] | | [illegible] | [illegible] | [illegible] | [illegible] | | |
| [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | | |
| [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | | |
| [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | | |
| [illegible] | [illegible] | | [illegible] | [illegible] | [illegible] | [illegible] | | |

| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 |
|---|---|---|---|---|---|---|---|---|
| 10. Mamlatdar | Mahuwa | Sub-Treasury | 8-2-52 to 17-2-52 | 26- 2-52 | 26- 3-52 | No received | | |
| 11. ,, | Bulsar | ,, | 26-2-52 to 6-3-52 | 26- 3-52 | 26- 5-52 | do. | | |
| 12. ,, | Chikhli | ,, | 9-2-53 to 12- 1-53 | 4- 3-53 | 4- 4-53 | do. | | |
| 13. ,, | Mangrol | ,, | 2-1-53 to 12-1-53 | 7-2-53 | 7-3 -53 | do. | | |
| 14. Prant Officer Prant Navsari | Navsari | Office inspection drawn by Govt. R. D. (Inspection) | April 1952 | 28- 4-52 | 28- 6-52 | do. | | |
| 15. Mamlatdar | Navsari | Office inspection drawn by the Govt. R. D. ( Inspection) | April 1952 | 7- 5-52 | 7- 7-52 | do. | | |
| 16. Prant Officer | Navsari | Office | 25-9-50 to 27-9-50 | 24-11-50 | 24- 1-51 | 8-10-52 | Prant Officer is asked to comply items Nos. 14, 15 and 27 of Insp.memo under No.-ADM/ inspection dated 21-4-53. His reply is awaited. | |
| 17. Mamlatdar | Bansda | Jamabandi | Feb. 50 | 14-2-50 | 14-4-50 | Not received | | |
| 18. Mamlatdar | Dharampur | ,, | Feb. 50 | 27-2-50 | 27-4-50 | do. | | |
| 19. ,, | Bardoli | ,, | 1-12-50 to 11-12-50 | 22-1-51 | 22-3-51 | do. | | |
| 20. ,, | Navsari | ,, | 13-12-50 to 22-12-50 | 23-1-51 | 23-3-51 | do. | | |
| 21. Mahalkari | Valod | Office | 23-11-50 to 30-11-50 | 3-1-51 | 3-3-51 | do. | | |

| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 |
|---|---|---|---|---|---|---|---|---|
| [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | | |
| [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | | |
| [illegible] | [illegible] | | [illegible] | [illegible] | [illegible] | [illegible] | | |
| [illegible] | | | [illegible] | [illegible] | [illegible] | [illegible] | | |
| [illegible] | | | [illegible] | [illegible] | [illegible] | [illegible] | | |
| | | | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | |
| [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] |

| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 |
|---|---|---|---|---|---|---|---|---|
| 31. Mamlatdar | Bulsar | Jamabandi | 26- 2-52 to 6- 3-52 | 22-3-52 | 22- 5-52 | Not received | | |
| 32. ,, | Dharampur | Office | 4- 6-52 to 12- 6-52 | 30- 6-52 | 30- 8-52 | do. | | |
| 33. ,, | Songadh | Jamabandi | 28- 1-52 to 7- 2-52 | 20- 2-52 | 20- 4-52 | do. | | |
| 34. Prant Officer, Bulsar Prant, | Bulsar | Office | 7-11-52 to 10-11-52 | 9-12-52 | 9- 2-53 | do. | | |
| 35 amlatdar | Olpad | ,, | 2-12-52 to 11-12-52 | 23- 1-53 | 23- 3-53 | do. | | |
| 36. ,, | Mangrol | Jamabandi | 2- 1-53 to 12- 1-53 | 13- 2-53 | 13- 4-53 | do. | | |
| 37. ,, | Chikhli | ,, | 9- 2-53 to 19- 2-53 | 7- 4-53 | 7- 6-53 | do. | | |
| 38. Mamlatdar | Vyara | Office | 29- 3-52 to 5- 4-52 | 21- 4-52 | 21- 6-52 | do. | | |
| 39. Mamlatdar | Navsari | Jamabandi | 25- 3-53 to 4- 4-53 | 25- 4-53 | 25- 6-53 | do. | | |

Table 13—[illegible] page [illegible]

*A list of official and non-official Committees [illegible] District [illegible] of which the Collector is the President and Chairman*

OFFICIAL CAPACITY

(1) District Consultation Committee
(2) Khar Land Development Board
(3) Minor Irrigation Sub-Committee
(4) District Development Board
(5) [illegible] Welfare and [illegible] Advisory Committee
(6) District Soldiers, Sailors and Airmen's Board
(7) [illegible] Advisory Sub-Committee
(8) Jail Advisory Sub-Committee
(9) [illegible]
(10) [illegible] Committee
(11) [illegible] Committee of [illegible] Board
(12) [illegible] Irrigation Sub-Committee
(13) [illegible] Advisory Committee
(14) [illegible] Committee
(15) [illegible] Committee
(16) [illegible] Selection Committee
(17) Small Savings [illegible] Committee
(18) [illegible] Committee

AS EX-OFFICIO CHAIRMAN AND PRESIDENT

(1) Managing Committee of the [illegible] Hospital
(2) „ „ [illegible] Hospital
(3) „ „ [illegible] Hospital
(4) „ „ [illegible]
(5) „ „ [illegible]
(6) „ „ [illegible]
(7) Telephone Advisory Committee
(8) [illegible] Committee
(9) [illegible] Advisory Board
(10) [illegible] Committee
(11) District [illegible] Committee

The Collector presided over [illegible] meetings in the year [illegible] and [illegible] in the year [illegible]

The Collector presided over [illegible] meetings in the year [illegible] and [illegible] in the year [illegible]

EXHIBIT 14—*Referred to in paras* 178, 210

*Statement showing perfunctory handling of cases*

CASE No. I

One Shri Jamshed Nawroji Kanga of Navsari has applied to the Asstt. Collector, Navsari for granting him permission for N.A. use, in his land situated near Tata School for Swimming Bath and Gymnasium.

The correspondence started and ended as under:

| S. No. | Who sent | To whom sent | Date | Purpose |
|---|---|---|---|---|
| 1. | Applicant | Asstt. Collector, Navsari | 9-1-52 | To grant him permission for N.A. use in his land for Swimming Bath and Gymnasium. |
| 2. | Asstt. Collector | Mamlatdar | 18-1-52 | For inquiry and report. |
| 3. | Mamlatdar | Circle Officer | 19-1-52 | For detailed inquiry and report. |
| 4. | Circle Officer | Mamlatdar | 25-2-52 | Statements of the applicant and others, sketch, Inquiry form with report submitted. Applicant desires to construct Swimming Bath and Gymnasium for public purpose. The applicant knows this very well and so he wants to train the citizens of Navsari. This construction is to be made in his own land bearing S. No. 6. A. O. G. 9. It requires to be relaxed margin condition in this special case. This land is a Municipality land opened for condoling margin condition in the case. |
| 5. | Mamlatdar | Circle Officer | 29-2-52 | Query raised and correspondence returned. |
| 6. | Circle Officer | Applicant | 10-3-52 | Informed the applicant. |
| 7. | Circle Officer | Mamlatdar | 12-3-52 | There remains no margin in the construction; but this is a special case for public purpose. |
| 8. | Mamlatdar | Prant Officer, Navsari | 17-3-51 | Facts of the case reported and not recommended to grant permission as there remains no margin according to rule. |
| 9. | Asst. Collector, Navsari | Applicant | 31-3-51 | Permission is refused. |
| 10. | Asst. Collector. | Mamlatdar | 31-3-51 | Forwarded with the case papers for information. |
| 11. | Applicant | Collector | 5-4-52 | Requesting to grant permission for N.A. purpose after condoling margin condition. |

| S. No. | Who sent | To whom sent | Date | Purpose |
|---|---|---|---|---|
| 28. | Village Officer | Mamlatdar | 26-7-52 | Informed the applicant the entry has been certified by the Circle Inspector. |
| 29. | Applicant | Dist. Dy. Collector | 6-7-52 | Revision application made. Requesting to grant him permission for structure of Swimming Bath and Gymnasium in his S. No. 6 of Navsari. |
| 30. | District Dy. Collector | Mamlatdar | 22-8-52 | For inquiry and report with the inquiry form duly filled in together within 10 days. |
| 31. | Mamlatdar | Circle Inspector | 23-8-52 | For compliance as ordered by the District Deputy Collector. |
| 32. | Circle Inspector | Mamlatdar | 30-9-52 | No margin condition is observed and hence his request was refused. The correspondence may be filed. |
| 33. | Mamlatdar | Prant Officer, Navsari | 7-10-52 | Reported the facts of the case as reported by Circle Inspector. |
| 34. | Prant Officer | Mamlatdar | 5-12-52 | To contact the applicant and ascertain whether he is willing to mortgage the Swimming Bath to Municipality or to appoint trust for the same. |
| 35. | Mamlatdar | Circle Inspector | 9-12-52 | For report as suggested above. |
| 36. | Circle Inspector | Mamlatdar | 23-12-52 | Reported after recording the statement of the applicant. |
| 37. | Mamlatdar | Prant Officer Navsari | 3-1-53 | The applicant desires to appoint Trust for the Swimming Bath. |
| 38. | Prant Officer | Collector | 19-1-53 | The margin condition from the provincial road may be relaxed and he may be granted permission after revoking the order passed by the Collector. |
| 39. | Collector | Mamlatdar | 19-1-53 | Nadawa Kabulat (agreement) should be obtained from the applicant. |
| 40. | Mamlatdar | Circle Inspector | 23-1-53 | For compliance. |
| 41. | Circle Inspector | Mamlatdar | 3-3-53 | Nadawa Kabulat executed by the applicant. |
| 42. | Mamlatdar | Collector | 13-3-53 | Nadawa Kabulat executed by the applicant is enclosed. He is willing to pay N. A. Assessment. |
| 43. | Collector | Prant Officer Navsari | 11-4-53 | To report whether the land vests in the Municipal limits, if not, in whom the land vests. |

| S. No. | Who sent | To whom sent | Date | Purport |
|---|---|---|---|---|
| 44 | [illegible] Officer, [illegible] | [illegible] | [illegible] | For Report |
| 45 | [illegible] | The Deputy Collector | [illegible] | [illegible] |
| 46 | [illegible] Officer, [illegible] | Collector | [illegible] | [illegible] |
| 47 | Collector | [illegible] | [illegible] | [illegible] |
| 48 | Collector | [illegible] Officer | [illegible] | [illegible] |
| 49 | [illegible] | .. | [illegible] | [illegible] |

Case No. 11

*[illegible]*

[illegible]

[illegible]

| S. No. | Who sent | To whom sent | Date | Purport |
|---|---|---|---|---|
| 1 | [illegible] | [illegible] | [illegible] | [illegible] |
| 2 | [illegible] | [illegible] Officer | [illegible] | [illegible] |

| S. No. | Who sent | To whom sent | Date | Purpose |
|---|---|---|---|---|
| 3. | Village Officer | Mamlatdar | 7-3-52 | The facts stated by the applicant in his application dated 3rd Mar. 1952 are true. Statements of Panch and the applicant along with a copy of Pahni are submitted. |
| 4. | Mamlatdar | Asstt. Collector Navsari Prant | 28-3-52 | Recommending to issue the sanad to the applicant. |
| 5. | Asstt. Collector, Navsari Prant | Mamlatdar | 22-4-52 | Sanads are sent herewith which should be filled in and submitted for seal and signature. |
| 6. | Mamlatdar | Circle Inspector | 22-4-52 | To fill in the forms of sanads. |
| 7. | Circle Inspector | Mamlatdar | 6-6-52 | Submitted after compliance. |
| 8. | Mamlatdar | Prant Officer Navsari | 3-7-52 | For favour of seal and signature on the sanads. |
| 9. | Prant Officer, Navsari | Mamlatdar | 4-8-52 | Returned with sanads. |
| 10. | Mamlatdar | Village Officer | 14-8-52 | One sanad to be given to the applicant, entry should be made in the record and should be verified by the Circle Inspector. |
| 11. | Village Officer | Circle Inspector | 15-8-52 | One sanad is given to the applicant and necessary entry is also made in the village record. The case is kept pending till the Circle Inspector certifies the entry. |
| 12. | Village Officer | Mamlatdar | 27-11-52 | The entry has been certified by the Circle Inspector and necessary entry in the record is also made. |
| 13. | Mamlatdar | — | 20-12-52 | Filed. |

CASE No. III

One Shri Khandubhai Bhimbhai Naik of the Village Supa-Kural, Taluka Navsari applied to the Mamlatdar Navsari on 10th Dec. 1952 requesting him to grant him (applicant) permission for Brick Kiln in the Bhatha land of the river Purna of the said village on payment of requisite fees.

The correspondence was started in the following method:—

| S. No. | Who sent | To whom sent | Date | Purpose |
|---|---|---|---|---|
| 1. | Applicant | Mamlatdar Navsari | 10-12-52 | To grant him permission for Brick Kiln. |
| 2. | Mamlatdar | Circle Inspector | 17-12-52 | For inquiry and report. |

| S. No. | Who sent | To whom sent | Date | Purpose |
|---|---|---|---|---|
| 3. | Circle Inspector | Mamlatdar | 12.1.23 | [illegible] |
| 4 | Mamlatdar | Village Officer | 13.1.23 | Temporary [illegible] |
| 5 | Village Officer | Applicant | 21.1.23 | The applicant informed [illegible] |
| 6 | Village Officer | Mamlatdar | 22.1.23 | [illegible] |
| 7. | Mamlatdar | Circle Inspector | 22.2.23 | [illegible] |
| 8 | Circle Inspector | Mamlatdar | 12.2.23 | To verify the [illegible] |
| 9 | Mamlatdar | Forest Officer, [illegible] | 23.2.23 | Verified the [illegible] |
| 10 | Forest Officer | Mamlatdar | 23.2.23 | [illegible] |
| 11 | Mamlatdar | Circle Inspector | 27.2.23 | [illegible] |
| 12 | Circle Inspector | Mamlatdar | 6.3.23 | [illegible] Forest Officer |
| 13 | Mamlatdar | Circle Inspector | 13.3.23 | [illegible] |
| 14. | Circle Inspector | Mamlatdar | 14.3.23 | [illegible] |
| 15. | Mamlatdar | Forest Officer | 27.3.23 | [illegible] |
| [illegible] | Forest Officer | Mamlatdar | 2.4.23 | [illegible] |
| [illegible] | Mamlatdar | Village Officer | 2.4.23 | [illegible] |
| [illegible] | Village Officer | Applicant | 11.4.23 | [illegible] |
| [illegible] | Village Officer | Mamlatdar | 23.4.23 | [illegible] |
| [illegible] | Mamlatdar | Village Officer | [illegible] 4.23 | [illegible] |

| S.No. | Who sent | To whom sent | Date | Purpose |
|---|---|---|---|---|
| 21. | Village Officer | Mamlatdar | 15-5-53 | Sanctioned Upaj Patrak is kept in the village record. |
| 22. | Mamlatdar | Circle Inspector | 23-5-53 | To fill in the Patas as ordered. |
| 23. | Circle Inspector | Mamlatdar | 30-6-53 | Sanad (Pata) is not to be filled in as the land is of Government and not malki land. |
| 24. | Mamlatdar | Circle Inspector | 2-7-53 | Presumption drawn by the Circle Inspector is wrong. |
| 25. | Circle Inspector | Mamlatdar | 25-7-53 | Sanad is filled in and submitted with sketch. |
| 26. | Mamlatdar | Village Officer | 0-7-53 | Sanads are signed and sealed. One copy of sanad should be given to the applicant. |
| 27. | Village Officer | Applicant | 12-8-53 | Copy of sanad is given to the applicant. |
| 28. | Village Officer | Mamlatdar | 12-8-53 | Given one copy of sanad to the applicant as directed. |
| 29. | Mamlatdar | — | 13-8-53 | Filed. |

[illegible]

A list of the [illegible]

(1) Form of [illegible]

(2) Form of [illegible]

(3) Form of [illegible]

(4) Form for [illegible]

(5) Form for [illegible]

(6) Form for [illegible]

(7) Form for [illegible]

(8) Form for [illegible]

(9) Form for [illegible] report

(10) Form for [illegible]

(11) Form for [illegible]

(12) Form for [illegible]

(13) Form for [illegible]

(14) Form for N. A. [illegible]

(15) Form for [illegible]

(16) Form for [illegible]

(17) Form for [illegible]

(18) Form of [illegible] N. A. [illegible]

(19) [illegible]

(20) [illegible]

(21) [illegible]

(22) [illegible]

(23) [illegible]

EXHIBIT 16—*Referred to in para* 287

*Statement showing frequent transfers of Mamlatdars of Navsari and Chikhli Talukas since 1950 to 1956*

| Name of Taluka | Name of Mamlatdar | Duration of period | |
|---|---|---|---|
| | | From | To |
| Navsari | Shri P. G. Voltaire | 23-10-50 | 20-8-51 |
| | Shri M. N. Wagle | 20-8-51 | 17-10-51 |
| | Shri B. J. Kaystha | 1-11-51 | 6-2-52 |
| | Shri M. N. Wagle | 6-2-52 | 26-8-52 |
| | Shri K. H. Shringarpore | 26-8-52 | 28-10-54 |
| | Shri B. R. Desai | 26-11-54 | 10-5-56 |
| | Shri G. R. Dhamdhare | 11-5-56 | up-to-date |
| Chikhli | Shri T. G. More | — | 29-5-50 |
| | Shri K. N. Mehta | 29-8-50 | 1-5-51 |
| | Shri G. B. Desai | 1-5-51 | 14-7-51 (leave period) |
| | Shri K. N. Mehta | 14-7-51 | 1-5-52 |
| | Shri G. B. Desai | 1-5-52 | 5-7-52 |
| | Shri K. N. Mehta | 5-7-52 | 3-9-52 |
| | Shri J. A. Shekhwa | 1-11-52 | 16-4-55 |
| | Shri B. K. Parikh | 16-4-55 | 22-8-55 |
| | Shri B. J. Gajjar | 8-9-55 | up-to-date |

Statement 17—Referred to in para 310

*Statement showing the district-wise details of Consolidation of Agricultural Holdings in [illegible] State as on [illegible] April [illegible]*

| Sl. No. | District | No. of villages in which consolidation work has been completed | Area covered | No. of cultivators covered | No. of holdings before consolidation | No. of holdings after consolidation | Average size of holding before consolidation | Average size of holding after consolidation | Remarks |
|---|---|---|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 |
| | | | | | | | Acres | Acres | |
| 1 | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | 13·0 | |
| 2 | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | |
| 3 | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | |
| 4 | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | |
| 5 | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | |
| 6 | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | |
| 7 | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | |
| 8 | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | |
| 9 | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | |
| 10 | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | |
| 11 | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | |
| 12 | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] | |

| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 |
|---|---|---|---|---|---|---|---|---|---|
| 13. | East Khandesh .. .. | 68 | 1,07,526 | 11,850 | 23,474 | 18,605 | 4·5 | 5·7 | |
| 14. | West Khandesh.. .. | 94 | 1,79,871 | 15,348 | 27,545 | 20,682 | 6·5 | 8·6 | |
| 15. | Nasik .. .. | 67 | 1,47,298 | 11,947 | 35,779 | 22,913 | 4·1 | 6·4 | |
| 16. | Poona .. .. .. | 35 | 1,18,281 | 9,317 | 33,256 | 16,714 | 3·5 | 7·0 | |
| 17. | North Satara .. .. | 27 | 37,805 | 7,326 | 40,055 | 15,288 | 0·9 | 2·4 | |
| 18. | Sholapur .. .. | 65 | 2,09,477 | 9,878 | 22,402 | 15,201 | 9·3 | 13·7 | |
| 19. | Ahmednagar .. .. | 70 | 1,52,862 | 14,574 | 28,381 | 21,166 | 5·3 | 7·2 | |
| 20. | Ratnagiri .. .. | 25 | 31,049 | 3,513 | 27,946 | 9,710 | 1·1 | 3·2 | |
| 21. | South Satara .. .. | 5 | 14,822 | 1,487 | 5,550 | 3,195 | 2·6 | 4·6 | |
| 22. | Kolhapur .. .. | 6 | 8,386 | 1,894 | 6,161 | 3,245 | 1·3 | 2·5 | |
| 23. | Belgaum .. .. | 58 | 85,684 | 9,417 | 21,807 | 14,251 | 3·9 | 6·0 | |
| 24. | Bijapur .. .. | 73 | 1,90,698 | 11,126 | 20,969 | 16,044 | 9·1 | 11·8 | |
| 25. | Dharwar .. .. | 70 | 87,584 | 8,777 | 16,960 | 12,433 | 5·1 | 7·0 | |
| 26. | Kanara .. .. | 106 | 48,251 | 3,163 | 7,187 | 4,877 | 6·7 | 9·9 | |
| | | 1,511 | 21,76,986 | 1,99,205 | 6,13,345 | 3,48,198 | | | |

Exhibit 18—Referred to on page 2[illegible]

*Statement showing the movement of a case [illegible]*

Village Site Land

| Who sent | To whom sent | Date | Purpose |
|---|---|---|---|
| Shri Ravji Dayal (Koli) of Boriach, Tal. Navsari | Mamlatdar through Village Officer | 1-2-50 | [illegible] |
| 1. Village Officer | Mamlatdar | 2-2-50 | [illegible] |
| 2. Mamlatdar | Circle Inspector | 6-2-50 | [illegible] |
| 3. Circle Inspector | Mamlatdar | 15-2-50 | [illegible] |
| 4. Mamlatdar | Prant Officer | 5-4-50 | [illegible] |
| 5. Prant Officer | Mamlatdar | 11-4-50 | [illegible] |
| 6. Mamlatdar | Circle Inspector | [illegible] | [illegible] |
| 7. Circle Inspector | Mamlatdar | 22-4-50 | [illegible] |
| 8. Mamlatdar | Prant Officer | 25-4-50 | [illegible] |

| | Who sent | To whom sent | Date | Purpose |
|---|---|---|---|---|
| 9. | Prant Officer | Mamlatdar | 5-5-50 | Informing that copy of the G. R. was sent to the Mamlatdar by the Collector under his No. LND-3311/50 dated 28th Mar. 1950 and *observing that the Circle Inspector's endorsement does not seem to have been read and asking the Mamlatdar not to toss about Papers in this way.* |
| 10. | Mamlatdar | Circle Inspector | 8-5-50 | Calling for a sketch showing roads round about the land in question and inquiring whether the margin will be maintained if the land is sold by auction. |
| 11. | Circle Inspector | Mamlatdar | 23-5-50 | Stating that the applicant is willing to maintain the margin at the time of building and that there are no roads on North, South and West. There is only one road leading to Machhiwad, 40′ wide. If the land be given to him by auction, he is willing to keep a margin of 10' on North, South and West and 20' on East. |
| 12. | Mamlatdar | Prant Officer | 8-6-50 | Submitted the C. I.'s report giving the required details, for necessary orders as the land is worth giving by auction. |
| 13. | Prant Officer | Mamlatdar | 13-6-50 | The Panchkyas appears to be very low. After verifying the sales of lands round about it should be reported what upset price per sq. yd. should be fixed, what if the applicant is given 10' less towards the road leading to Machhiwad. |
| 14. | Mamlatdar | Circle Inspector | 21-6-50 | For compliance. |
| 15. | Circle Inspector | Mamlatdar | 2-8-50 | The village being inhabited by fishermen and Kolis, no more price than 0-1-6 per sq. yd. can be realised. At this rate Rs. 31-4-0 is the proper upset price. The applicant is unwilling to leave 10' adjoining the road leading to Machhiwad. |
| 16. | Mamlatdar | Prant Officer | 5-8-50 | Requesting to fix the upset price as per Circle Inspector's report and informing that margin condition will be incorporated in the set of conditions to be proclaimed before auctioning the land. |

| Who sent | To whom sent | Date | Purpose |
| --- | --- | --- | --- |
| 17. Prant Officer | Mamlatdar | 22-8-20 | [illegible] |
| 18. Mamlatdar | Village Officer | 22-8-20 | [illegible] |
| 19. Village Officer | Mamlatdar | 24-9-20 | [illegible] |
| 20. Mamlatdar | Village Officer | 29-9-20 | [illegible] |
| 21. Village Officer | Mamlatdar | 10-10-20 | [illegible] |
| 22. Mamlatdar | Circle Inspector | 21-10-20 | [illegible] |
| 23. Circle Inspector | — | 13-11-20 | [illegible] |
| 24. Circle Inspector | Mamlatdar | 14-11-20 | [illegible] |
| 25. Mamlatdar | Prant Officer | 23-11-20 | [illegible] |
| 26. Prant Officer | Mamlatdar | 4-12-20 | [illegible] |
| 27. Mamlatdar | Village Officer | 8-12-20 | [illegible] |
| 28. Village Officer | Mamlatdar | 10-2-21 | [illegible] |

| | Who sent | To whom sent | Date | Purpose |
|---|---|---|---|---|
| 29. | Mamlatdar | Circle Inspector | 10-2-51 | After duly sealing and signing the notification forwards the papers to C. I. to conduct the auction sale afresh. |
| 30. | Circle Inspector | — | 26-3-51 | The C. I. fixes 26-3-51 and sends the notification to village officer on 15-2-51. Auction held on 26-3-51. The bidder was Shri Ravji Dayal for Rs. 35. |
| 31. | Circle Inspector | Mamlatdar | 30-3-51 | Forwards the papers for sanction of the auction-sale. |
| 32. | Mamlatdar | Prant Officer | 2-4-51 | Requesting to sanction the auction sales and to recover Rs. 35-0-0<br>L. F. ,, 6-9-0<br>Rs. 41-9-0 |
| 33. | Prant Officer | Mamlatdar | 9-4-51 | Returns the papers *observing that under section 179 of the Land Revenue Code the auction sales cannot be confirmed before the expiration of 30 days from the date of the sale* and instructing the Mamlatdar to return the papers after expiry of the period of 30 days. |
| 34. | Mamlatdar | | | Papers kept pending till 26-4-51. |
| 35. | Mamlatdar | Prant Officer | 27-4-51 | Forwards auction sale papers for confirming the sale. |
| 36. | Prant Officer | Mamlatdar | 1-5-51 | Sanctions the highest bid amounting to Rs. 35/- by Shri Ravjibhai Chhibabhai and asks the Mamlatdar to submit a report after taking the necessary agreement. |
| 37. | Mamlatdar | Village Officer | 3-5-51 | For keeping a note of the sanction of the sale and informing the bidder and returns the papers. |
| 38. | Village Officer | Mamlatdar | 22-6-51 | Submitted after compliance. |
| 39. | Mamlatdar | Circle Inspector | 27-6-51 | Sending blank forms of agreement for being duly filled in. |
| 40. | Circle Inspector | Mamlatdar | 30-7-51 | Returns the forms after getting them duly signed by the bidder and witness. |
| 41. | Mamlatdar | Village Officer | 22-8-51 | Sends the agreement duly stamped for keeping one in village record and the other to be given to the bidder. |
| 42. | Village Officer | Mamlatdar | 15-11-51 | Returns after compliance. |

| Who sent | To whom sent | Date | Purpose |
|---|---|---|---|
| 43. Mamlatdar | Village Officer | 22.11.21 | [illegible] |
| 44. Village Officer | Mamlatdar | 26.12.21 | [illegible] |
| 45. Mamlatdar | Village Officer | 1.2.22 | [illegible] |
| 46. Village Officer | Mamlatdar | 9.3.22 | [illegible] |
| 47. Mamlatdar | Prant Officer | 27.7.22 | [illegible] |
| 48. Prant Officer | Mamlatdar | 8.8.22 | [illegible] |
| 49. Mamlatdar | District Inspector of Land Records | 11.8.22 | [illegible] |
| 50. District Inspector of Land Records | Mamlatdar | 22.8.22 | [illegible] |

EXHIBIT 19—*Referred to in para* 347

*Schedule showing the delegation of powers to Revenue Officers under Land Revenue Code and Land Revenue Rules*

| S. No. | Section | Nature of the power | Authority exercising the powers at present | | | Authority proposed to exercise the powers | Remarks |
|---|---|---|---|---|---|---|---|
| | | | Collector Dist. Mag. Dist. Regr. | Assistant Collector D.D.C. S.D.M. | Mamlatdar Mahalkari T. M. | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
| 1. | Sec. 38 .. | To assign Government lands for special purposes. | C | | | Mamlatdar and Mahalkari. | |
| 2. | Sec. 42 .. | To give permission for lopping of roadside trees vesting in Government. | C | | | Mamlatdar, Mahalkari and Village Panchayat. | |
| 3. | Sec. 43 .. | To determine the value of trees vesting in Government which have been unauthorisedly appropriated. | C | | | Mamlatdar and Mahalkari. | |
| 4. | Sec. 56 and 57 .. | To sell or otherwise dispose of any occupancy or alienated holding forfeited on account of default in the payment of land revenue. | C | | | Mamlatdar and Mahalkari. | |
| 5. | Sec. 59 .. | To fine any person failing to pass a receipt under Sec. 58. | C | | | Mamlatdar and Mahalkari. | |
| 6. | Sec. 62 .. | To grant unoccupied land on conditions prescribed by Government. | C | | | Mamlatdar, Mahalkari upto 5 acres to an individual. | |
| 7. | Sec. 63 .. | To dispose of alluvial land vesting in Government in the manner laid down in Sec. 63. | C | | | Mamlatdar, Mahalkari to a contiguous holder upto one acre. | |

| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
|---|---|---|---|---|---|---|---|
| 8 | Sec. 62 and 67 | To grant [illegible] permission to [illegible] any person unauthorisedly using the land. | C | | | Mamlatdar, Mahalkari. | |
| 9 | Sec. 113 | To [illegible] temporary [illegible] of [illegible] or persons is [illegible] for the particulars of [illegible] | C | | | Mamlatdar, Mahalkari. | |
| 10 | Sec. 123 | To fine any person [illegible] Rs. 50 and to pay half of every fine to the [illegible] | C | | | Mamlatdar, Mahalkari. | |
| 11 | Sec. 113 | To charge every fee | C | | | Mamlatdar, Mahalkari. | |
| 12 | Sec. 123 | To grant [illegible] | C | | | Prant Officer | |
| 13 | Sec. 148 | To [illegible] a penalty for default in the payment of land revenue | C | | | Mamlatdar, Mahalkari. | |
| 14 | Sec. 11[illegible] | To arrest and [illegible] the defaulter | C | | | [illegible]—Collector<br>[illegible]—D.D.C.<br>[illegible] Mamlatdar, Mahalkari<br>[illegible] | |
| 15 | [illegible] | To [illegible] | C | | | Mamlatdar Mahalkari | |
| 16 | Sec. [illegible] | To [illegible] | | | [illegible] | Mamlatdar Mahalkari with [illegible] | |
| 17 | [illegible] | [illegible] | C | | | Mamlatdar Mahalkari | |

| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
|---|---|---|---|---|---|---|---|
| 18. | Rule 72 | To dispose of claims to decrease of assessment on account of diluvion under Sec. 47. | C | | | Prant Officer. | |
| 19. | Rule 125 to 129 | To set aside the sale if there has been some material irregularity, no *bona fide* bidding or collusion to recover the holding without payment in full, to offer a nominal bid when bidders are likely to be deterred from offering bids. | | | | Any superior authority. | |
| 20. | R. 8573/33 dated 26-4-41 | Power to prohibit or regulate the cultivation of lands in river beds for melon or to impose certain conditions if necessary before granting permission. | C | | | Mamlatdar, Mahalkari. | |
| 21. | R. 2245/39 dated 12-12-39 | To permit on application digging of ceespits in roads within village sites in special cases on payment of annual rental of two annas per pit provided there is no objection from villagers. | C | | | Mamlatdar, Mahalkari on receipt of no objection certificate from Village Panchayat. | |
| 22. | R. 158-39 of 22-9-53 and 1-6-40. | To grant land for house site to artisans, labourers, etc., at half the normal non-agricultural assessment. | C | | | Prant Officer. | |
| 23. | R. 9193 II | To remit assessment on land assigned or acquired for a public purpose. | C | | | Prant Officer. | |
| 24. | Rule 107 of Manual of F. P. | Power to sanction refunds of land revenue. | C | | | Prant Officer. | |
| 25. | Page 5 of L. R. Rules | To permit the sale of new tenure land held by members of non-backward classes to members of backward classes who cultivate them personally. | C | | | Mamlatdar, Mahalkari. | |
| 26. | R. 7241/33 of 8-12-38 and 25-3-41 | To permit the use of water for agricultural purposes from a source vesting in Government on which no expense has been incurred by Government at any time. | | | | Mamlatdar, Mahalkari. | |

| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
|---|---|---|---|---|---|---|---|
| 27 | R. No. 22 H D Manual of P. Powers | To grant free grant of stones and other materials from revenue land when required for domestic or agricultural purposes and work of public utility or religious or charitable purposes upto the value of Rs. 20. | P. O. | | | Mamlatdar, Mahalkari if V. P. recommends. | |
| 28 | L. R. Rule 11 | To sanction amalgamation of different S. Nos. | C | | | District Inspector of Land Records. | |
| 29 | R. No. 22 H D Manual of Powers | To grant free grant of stones and other material from revenue land when required for domestic or agricultural purposes and work of public utility or religious or charitable purposes upto the value of Rs. [illegible] | P O. | | | Mamlatdar, Mahalkari upto the value of Rs 20 and Village Panchayat upto the value of Rs 25 | |
| 30 | [illegible] | To delegate to Mamlatdars the power to grant temporary [illegible] permission under Sec. 65 of Land Revenue Code [illegible] for a period not exceeding 12 months. | C | | | Instead of leaving it to the Collector to delegate these powers they should be [illegible] delegated to the Mamlatdars and Mahalkaris. | |
| 31 | [illegible] | To grant [illegible] | C | | | Mamlatdar, Mahalkari. | |

EXHIBIT 20—*Referred to in para 347*

*Schedule showing delegation of powers to Revenue Officers under the Financial Rules*

| S. No. | Section | Nature of the power | Authority exercising the powers at present | | | Authority proposed to exercise the powers | Remarks |
|---|---|---|---|---|---|---|---|
| | | | Collector Dist. Mag. Dist. Regr. | Assistant Collector D.D.C. S.D.M. | Mamlatdar Mahalkari T. M. | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
| 1. | S.No. 52-A of Manual of F. P. | To write off items from Jamabandi owing to over assessment mistake or wrong entry in number shumari. | C | | | P.O., Mamlatdar and Mahalkari. | |
| 2. | Appendix 3 Rules S. No. 43A. Manual of F. P. page 84. | Power to sanction expenditure on hot weather fittings in their own offices and in the offices of their subordinates. (upto Rs. 100 per month). | C | | | Each head of office subject to a maximum of Rs. 10 per month for 4 months. | |
| 3. | 1 F. R. 208 | To sanction recurring expenditure chargeable to contingencies and not otherwise provided for (upto a maximum of Rs. 25 p.m. in each case). | C | | | The limit should be raised to Rs. 50 in each case in the case of Collector. | |
| 4. | 6 F. R. 208 | To sanction recurring expenditure on the maintenance and repairs of clocks in offices (upto a limit of Rs. 20 p.m.). | C | | | Prant Officer. Upto Rs. 10 in each case and subject to a maximum of Rs. 50 in a year. Mamlatdar and Mahalkari—Rs. 5 in each case subject to a maximum of Rs. 10 in a year. | |

| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
|---|---|---|---|---|---|---|---|
| [illegible] | [illegible] | [illegible] | C | | | | P.O. [illegible] forest [illegible] |
| [illegible] | [illegible] | [illegible] | | | | | All [illegible] |
| [illegible] | [illegible] | [illegible] | C | | | | P.O. [illegible] |
| [illegible] | [illegible] | [illegible] | C | P.O. | | | [illegible] |
| [illegible] | [illegible] | [illegible] | C | | | | P.O. [illegible] |

| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
|---|---|---|---|---|---|---|---|
| 10. | Rule 329 of Manual of F. P. | Power to write off outstanding balance on account of creation of, and repairs to, boundary marks and cost of boundary marks lost by erosion. | C | | | P. O. should be vested with powers to write off upto Rs. 50 in each case subject to a maximum of Rs. 1,000 in a year. | |
| 11. | Appendix 3, Rule 7 (S. No. 14 Mannual of F. P. page 84) | Power to sanction peon's clothing on temporary establishment on the same for permanent. | C | | | All heads of offices. | |
| 12. | | Power to sanction expenditure for current repairs to Government Uttaras in villages. | | There are no powers | | Collectors — upto Rs. 500 per annum for each Uttara. Asst./Dy. Collr.—upto Rs. 250 per annum for each Uttara. Mamlatdar, Mahalkari —upto Rs. 100 per annum for each Uttara. | |
| 13. | | Power to sanction expenditure for repairs to bicycles. | | | | P. O. and Mamlatdar-Each upto Rs. 25 per annum within the contingent grant placed at his disposal. | |
| 14. | | Power to sanction expenditure on account of furniture and fixtures. | C | | | Full powers within the sanctioned budget provision subject to a maximum of Rs. 150 per article. P. Os.-subject to a maximum of Rs. 50. Mamlatdar, Mahalkari — subject to a maximum of Rs. 25. | |

| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
|---|---|---|---|---|---|---|---|
| 14 | R. No. 1007/43 dated 18.1.543 | Power to make local purchase of articles usually supplied by Printing and Stationery Department. | C | | | Upto Rs. 100 at a time and upto a maximum limit of Rs. 200 in one financial year for any office. P.O. should be empowered to purchase locally upto Rs. 25 at a time and upto a maximum limit of Rs. 200 in one financial year for one office. Mamlatdar and Mahalkari should be empowered to purchase locally upto Rs. 10 at a time, upto a maximum of Rs. 100 in one financial year. | |
| 16 | | Power to sanction expenditure for fetching water in Government offices for drinking purposes. | C Full Powers | | | P.O., Mamlatdar, Mahalkari [illegible] to a maximum of Rs. 5 per [illegible] | |
| 17 | R. [illegible] | To fine upto Rs. 5 a Talati each time. | | Mamlatdar | | Mamlatdar and Mahalkari [illegible] | |

EXHIBIT 21—*Referred to in para* 305

*Statement showing the No. of Periodical Returns and Reports to be submitted by the Taluka Offices*

REVENUE BRANCH

| | | | |
|---|---|---|---|
| 1. *Fortnightly* | | | |
| (1) | Progress in the implementation of the Land Tenure Abolition Acts | Fortnightly | Prant Officer, Navsari. |
| (2) | Wasul Baki Statement, Monthly | do. | Collector, Surat. |
| *Watan* | | | |
| (1) | Implementation of Parguna and Kulkarni Watan Abolition Act, 1950 | Monthly | Collector, Surat. |
| 2. *Pol.* | | | |
| | Statement of credit under Electricity dues | do. | do. |
| *Pol.* | | | |
| (3) | Statement of credit under XXI. A. D. Y. A. Justice | do. | do. |
| *Pol.* | | | |
| (4) | Recovery of arrears | do. | do. |
| (5) | Progress report on the displaced person | do. | do. |
| (6) | Remission on loans to non-claimants | do. | do. |
| (7) | Statement of receipt under XLDI. Mes. | do. | do. |
| (8) | Recovery of interest and principal | do. | do. |
| (9) | Monthly stock verification | do. | do. |
| (10) | Irregularities in Gunneepens with disbursement of laws | do. | do. |
| (11) | Recoveries of receipts for water XLVI Misc. | do. | do. |
| (12) | Completion and maintenance of laws | do. | do. |
| (13) | Demand, Collection and arrears of immovable properties to Asstt. Custodian | do. | do. |
| (14) | Receipt of 9/6 of Sales of Tenements Misc. | do. | do. |
| (15) | Statement showing demand and collection and arrears of evacuee properties | do. | do. |

(16) Statement of N.A. [illegible] to private individual or private bodies [illegible]

(17) Proforma I to III

(18) Well scheme statement, etc.

(19) [illegible] evacuee [illegible] statement

Quarterly

Watan Land [illegible] statement [illegible] Quarterly [illegible]

| | | | |
|---|---|---|---|
| (2) | Pol Arms Licence to | | |
| (3) | Pol Refugee Recovery of rent | do | do |
| (4) | Tenements [illegible] statement | do | do |
| (5) | Recovery of rent | do | do |
| (6) | E.V.C. Statement No. I [illegible] value of properties in possession | do | do |
| (7) | E.V.C. Statement No. II | do | do |
| (8) | Physical verification of movable evacuee properties | do | do |
| (9) | Expenditure Statement of loans | do | do |
| (10) | Alteration statement | do | do |
| (11) | Balance [illegible] above | do | do |
| (12) | Requirements of funds | do | do |
| (13) | Wells scheme statement | do | do |

Half-yearly

(1) Arms inspection of pending cases

[illegible] Seasonal crop [illegible] report

Scheme for the [illegible] report

Annual returns of [illegible]

Budget of [illegible]

[illegible] of [illegible]

Annual [illegible] Report

## Treasury Branch

| S.No. | Description of the return | Whether daily or weekly | To whom to be submitted |
|---|---|---|---|
| (1) | Daily sheet | Daily | To Surat. |
| (2) | Daily receipt of the sales tax | — | Sales Tax Officer, Surat. |
| *Quarterly* | | | |
| (1) | Gunny bags, insurance bags | Quarterly | Collector, Surat. |
| (2) | Proforma accounts | do. | do. |
| (3) | Excise statement of permit holders and quota | do. | Superintendent of Prohibition and Excise, Surat. |
| (4) | Indent of postal stamps | do. | Through the stamp branch, Treasury Officer, Surat. |
| (5) | Indent of non-postal stamps | do. | do. |
| (6) | Statement regarding appointment of Patels | do. | Prant Officer, Navsari. |
| *Half-Yearly* | | | |
| (1) | Proforma accounts | Half-yearly | Collector, Surat. |
| (2) | Receipt and disposal of Civil Court decree | do. | do. |
| (3) | Remittance facilities in India | do. | Treasury Officer, Surat. |
| *Yearly* | | | |
| (1) | Proforma | Yearly | Collector, Surat. |
| (2) | Establishment return | do. | do. |
| (3) | Recruitment of backward class person. P. C. of | do. | Collector and Prant Officer. |
| (4) | Solvency report | do. | Collector, Surat. |

*Exhibit 22—Referred to in para 13*

*Statement showing distribution of staff amongst the various Branches, District Agricultural Officer, Surat*

| TECHNICAL BRANCH | | MINISTERIAL BRANCH Head Clerk | | CLASS IV SERVANTS |
|---|---|---|---|---|
| | | | | 1. Peon for office |
| Livestock Survey | Agriculture | Acct. and Estt Br | P. L. Ac Br | 1 Peon for L. S. I. |
| Livestock Inspector | Asst Dist Agri Officer | Sr Clerk (1) | Sr Clerk (1) | 1 Peon for cattle breeding A. O. post held in abeyance |
| Assisted by Agri Asst | Assisted by 3 Jr Clerks | | Jr Clerk (1) | 2 Peons for D. A. O. |
| Cattle breeding H Q | | | | 1 Peon extra—for the present taken as for A. D. A. O. |
| [illegible] | Sr Clerk [illegible] [illegible] | Sr Clerk [illegible] [illegible] | Jr Clerk [illegible] [illegible] | |

EXHIBIT 23—*Referred to in para 451*

*Statement showing the field staff of Agricultural Department allotted to the Sub-divisions and Talukas in the Surat District*

District Agricultural Officer, Surat

Assistant District Agricultural Officer (At Headquarters)

| Sub-divisional Agricultural Officer Chorasi Sub-division | | Sub-divisional Agricultural Officer, Navsari Sub-division | | Sub-divisional Agricultural Assistant, Bulsar Sub-division | | Sub-divisional Agricultural Officer, Vyara Sub-division | |
|---|---|---|---|---|---|---|---|
| Agricultural Assistants | | Agricultural Assistants | | Agricultural Assistants | | Agricultural Assistants | |
| Taluka Chorasi | 9 Ag. Assts. | Taluka Navsari (N.E.S. Block) | 2 | Taluka Bulsar | 6 | Taluka Bardoli | 9 |
| ,, Olpad | 7 ,, | ,, Gandevi | 5 | ,, Pardi | 5 | ,, Valod | 4 |
| ,, Kamrej | 5 ,, | ,, Bansda | 3 | ,, Dharampur | 3 | ,, Mandvi | 6 |
| ,, Palsana | 4 ,, | ,, Mahuva | 4 | ,, Chikhli | 5 | ,, Vyara | 3 |
| ,, Mangrol | 5 ,, | | | | | ,, Songhad C.D. Block | |
| | 30 | | 14 | | 19 | | 22 |

| | | |
|---|---|---|
| Total | 85 | |
| + | 4 | Key Village Scheme |
| Grand Total | 89 | Agricultural Assistants |

Exhibit 21—Referred to in para [illegible]

*Statement showing the No. of various types of Co-operative Societies functioning in the [illegible] District*

| S.No. | Types of Societies | No. of Societies as on [illegible] | No. of Societies as on [illegible] |
|---|---|---|---|
| 1. | Central Financing Agencies including Banking Unions | [illegible] | [illegible] |
| 2. | Agricultural Credit Societies excluding those of Multi-purpose Societies .. .. | [illegible] | [illegible] |
| 3. | Multipurpose Societies | [illegible] | [illegible] |
| 4. | Land Mortgage Bank | 1 | 1 |
| 5. | Purchase and Sale Societies | [illegible] | [illegible] |
| 6. | Taluka Development Boards and Associations | [illegible] | [illegible] |
| 7. | Dairy Societies . | [illegible] | [illegible] |
| 8. | Irrigation Societies .. . . | [illegible] | [illegible] |
| 9. | Urban Banks .. | [illegible] | [illegible] |
| 10. | Better Farming Societies | [illegible] | [illegible] |
| 11. | Cultivation Societies . . | [illegible] | [illegible] |
| 12. | Urban Credit Societies . | [illegible] | [illegible] |
| 13. | Salary Earners' Societies .. . | [illegible] | [illegible] |
| 14. | Women Thrift Societies . | [illegible] | [illegible] |
| 15. | Fishermen Societies .. . | [illegible] | [illegible] |
| 16. | All types of Industrial Societies | [illegible] | [illegible] |
| 17. | Consumers' Store . | [illegible] | [illegible] |
| 18. | Backward Class Housing Societies | [illegible] | [illegible] |
| 19. | Non-Backward Class Housing Societies | [illegible] | [illegible] |
| 20. | Rural Reconstruction Societies | [illegible] | [illegible] |
| 21. | Supervising Unions and Boards | [illegible] | [illegible] |
| 22. | Federations . . | [illegible] | [illegible] |
| 23. | Others | [illegible] | [illegible] |
| | Total | [illegible] | [illegible] |

EXHIBIT 25—*Referred to in para* 459

*Statement showing the different types of Societies in the Chikhli and Navsari Talukas*

| Type of Societies | Class A | Class B | Class C | Class D | New | Total |
|---|---|---|---|---|---|---|
| *Chikhli Taluka* | | | | | | |
| 1. Banking Unions .. .. .. .. | — | 1 | — | — | — | 1 |
| 2. Agricultural C.C. and M. P. Societies and Gr. Depot .. .. .. .. .. | 2 | 10 | 20 | — | — | 32 |
| 3. Urban Societies .. .. .. .. | 1 | — | — | — | — | 1 |
| 4. Salary Earners' Societies .. .. .. | 1 | — | — | — | — | 1 |
| 5. Purchase and Sales Unions .. .. | 1 | — | — | — | — | 1 |
| 6. Taluka Development Board .. .. | — | 1 | — | — | — | 1 |
| 7. Weavers' Societies.. .. .. .. | — | — | 2 | — | — | 2 |
| 8. Industrial Societies .. .. .. | — | 2 | 1 | — | — | 3 |
| 9. Forest Labourers' Societies .. .. | — | — | 1 | — | — | 1 |
| 10. Housing Societies .. .. .. .. | — | 1 | — | — | — | 1 |
| | 5 | 15 | 24 | — | — | 44 |
| *Navsari Taluka* | | | | | | |
| 1. Agricultural C. C. and M. P. Societies.. | 3 | 10 | 7 | 1 | 6 | 27 |
| 2. Urban Societies .. .. .. .. | — | — | 1 | — | — | 1 |
| 3. Salary Earners' Societies .. .. .. | 2 | 3 | 1 | — | 1 | 7 |
| 4. Fisheries .. .. .. .. .. | — | — | 2 | — | — | 2 |
| 5. Purchase and Sales Unions .. .. | 1 | 1 | — | — | — | 2 |
| 6. Taluka Development Association .. | — | 1 | — | — | — | 1 |
| 7. Weavers' Societies.. .. .. .. | — | 2 | — | — | — | 2 |
| 8. Industrial Societies .. .. .. | — | — | 1 | — | — | 1 |
| 9. Housing Societies .. .. .. .. | 1 | 15 | 1 | 3 | 2 | 22 |
| 10. Supervising Union .. .. .. | — | 1 | — | — | — | 1 |
| 11. Primary L. M. Bank .. .. .. | — | 1 | — | — | — | 1 |
| 12. Tenant Farming Societies .. .. | — | 1 | — | — | 1 | 2 |
| | 7 | 35 | 13 | 4 | 10 | 69 |

Exhibit 25—Referred to in para [illegible]

*Statement showing the various types of Industrial Co-operative Societies in the Surat District*

| S No | Type of Societies | No. of Societies as on [illegible] | Registered during the year | No. of Societies [illegible] | Total [illegible] |
|---|---|---|---|---|---|
| 1. | Weavers' Societies .. . | 12 | 2 | 3 | 11 |
| 2 | Oil Ghani .. .. . | 1 | 1 | — | 2 |
| 3 | Hand Pounding . . | 4 | 1 | — | 3 |
| 4 | Cane and Bamboo Work | 6 | 4 | 2 | 8 |
| 5 | Tanners .. .. | 8 | — | — | 8 |
| 6. | Lacquer Workers | 1 | — | — | 1 |
| 7 | Carpentry and Smithy | 2 | — | | 2 |
| 8 | Neera and Palm Gur | 2 | — | | 2 |
| 9 | Women Society | 1 | — | | 1 |
| 10 | Other Industrial Societies | 8 | — | 1 | 7 |
| 11 | Surat District Industrial Association | 1 | — | — | 1 |
| 12 | Southern Gujarat Industrial Co-operative Bank | 1 | | | 1 |
| | | 41 | 8 | 6 | [illegible] |

There were 19 Forest Labourers Co-operative [illegible] at the commencement of the year. During the year under report [illegible] Forest Labourers [illegible] registered [illegible] the result that the number of Forest Labourers [illegible] District is 21.

*[illegible] 24—Referred to in para [illegible]*

*Statement showing the Distribution of Sanitary Staff by Sub Divisions and Talukas in the Surat District*

**SURAT DIVISION**

*Tal. Chorasi*
1 Sanitary Inspector
1 [illegible]
2 Vaccinator N. D.
4 " S. D.

*Tal. Olpad*
1 Sanitary Sub-Inspector, Olpad
2 Vaccinator, [illegible]

*Tal. Palsana*
1 Vaccinator, Palsana

**KATHOR DIVISION**

*Tal. Kamrej*
1 Sanitary Inspector, Kathor
2 Vaccinator, Kathor

*Tal. Mangrol*
1 Vaccinator, Mangrol

*Tal. Mandvi*
1 Vaccinator, Mandvi
2 Sanitary Sub-Inspector, Bardoli

**CHIKHLI DIVISION**

*Tal. Chikhli*
1 Sanitary Inspector, Chikhli
2 Vaccinator, Chikhli N. D.
3 " " S. D.
4 Sanitary Subal, Rankuwa

*Tal. Gandevi*
1 Vaccinator, Bilimora
2 Vaccinator, Gandevi

*Tal. Pardi*
1 Vaccinator, Pardi
2 Sanitary Sub-Inspector, Pardi

**VYARA DIVISION**

*Tal. Vyara*
1 Sanitary Inspector, Vyara
2 Vaccinator, Vyara
3 " [illegible]

*Tal. Songadh*
1 Vaccinator, Songadh
2 Sanitary Sub-Inspector, Songadh

*Tal. Valod*
1 Sanitary Sub-Inspector, [illegible]

**NAVSARI DIVISION**

*Tal. Navsari*
1 Sanitary Inspector, Navsari
2 Vaccinator, Navsari
3 " Jalalpor
4 " Vesma

*Tal. Mahuva*
1 Vaccinator, Mahuva

*Tal. [illegible]*
1 Vaccinator, [illegible]
2 " [illegible]

**BULSAR DIVISION**

*Tal. Bulsar*
1 Sanitary Inspector, Bulsar
2 Vaccinator, N. D.
3 " S. D.
4 Sanitary Sub-Inspector, [illegible]

*Tal. Dharampur*
1 Vaccinator, Dharampur N. D.
2 " S. D.
3 Sanitary Sub-Inspector, Dharampur

*Peth Taluka*
1 Sanitary Sub-Inspector, [illegible]
2 " [illegible]
3 Vaccinator, [illegible]

EXHIBIT 29—*Referred to in para* 483

*Statement showing the details of the set-up of the various branches, Technical and Clerical, working under the District Local Board, Surat*

| Name of the Post | No. of post | | Scale of the Post | Remarks |
|---|---|---|---|---|
| Chief Officer | 1 | Rs. | 250-20-450-25-500 | |
| Secretary | 1 | ,, | 200-15-380-20-400 | |
| Accountant | 1 | ,, | 160-10-230 | |
| Deputy Accountant | 1 | ,, | 100-8-140-10-200 | |
| Head Clerk | 1 | ,, | 105-8-145-10-195-10-225 Rs. 10/- special pay p.m. | |
| Clerk | 11 | ,, | 55-3-85-105 E.B. 5-130 | |
| Clerk (Taluka) | 8 | ,, | 55-3-85-105 E.B. 5-130 | |
| Village Panchayat Auditor | 4 | ,, | 100-8-140-10-150 37½ P.T.A. | |
| Peon | 1 | ,, | 35-1-45 | |
| Peon (office) | 10 | ,, | 30-½-35 | |
| Peon (V. P. Auditors) | 4 | ,, | 30-½-35 | |
| MEDICAL ESTABLISHMENT | | | | |
| Medical Officer | 12 | Rs. | 90-5-150-E.B.-5-170 E.B. 10-200 | |
| Relieving Medical Officer | 1 | ,, | do. | |
| Compounder | 12 | ,, | 55-3-70-5-90 | |
| Relieving Compounder | 1 | ,, | do. | |
| Peon | 12 | ,, | 30-½-35 | |
| VACCINATION ESTABLISHMENT | | | | |
| Vaccinator | 12 | Rs. | 45-1-55-E.B. 1-60-2-70 P.T.A. 20/- p.m. | |
| Candidate Vaccinator | 1 | ,, | 40-1-45 | |
| Peon | 12 | ,, | 30-½-35 | |
| CIVIL WORKS ESTABLISHMENT | | | | |
| Engineer | 1 | Rs. | 250-20-450-25-500 Rs. 250/- P.T.A. p.m. | |
| Sub-Divisional Officer | 2 | ,, | 220-10-260-15-350 Rs. 150/- P.T.A. p.m. | |
| Overseer (Senior) | 2 | ,, | 220-10-250 Rs. 60/- conveyance allowance p.m. | |

| 1 | 2 | 3 | 4 |
|---|---|---|---|
| Superintendent (P.W.D.) Branch | 1 | Rs. [illegible] | |
| Clerk | 6 | .. [illegible] | |
| Clerk (Water Supply) | 1 | .. do. | |
| Peon (Office) | 2 | .. [illegible] | |
| Peon (S.D.O.'s) | 2 | .. do. | |
| Peon (Taluka) | 10 | .. do. | |
| Peon (Surveyor) | 1 | .. do. | |
| Surveyor | 1 | .. [illegible] | |
| Tracer | 1 | .. [illegible] | |
| [illegible] (Marine) | | .. [illegible] | |
| (Non-Marine) | 6 | .. [illegible] | |
| Internal Auditor | 1 | | [illegible] |
| Village Panchayat Organiser (Temporary) | 1 | [illegible] | [illegible] |

[illegible]

| 1 | 2 | 3 | 4 |
|---|---|---|---|
| Mechanic | 1 | Rs. [illegible] | |
| Asst. Mechanic | 1 | .. [illegible] | |
| Driver | [illegible] | .. [illegible] | |
| Cleaner | [illegible] | .. [illegible] | |
| [illegible] | [illegible] | .. [illegible] | |

EXHIBIT 30—*Referred to in para* 498

*Statement showing the items of work and grant sanctioned by the N. E. S. Sub-Committee, Surat, during the year 1954-55*

| S.No. | Item No. | Amount sanctioned | The main purpose for which the amounts sanctioned |
|---|---|---|---|
| | | Rs. | *Songadh Taluka* |
| 1. | Animal Husbandry | 1,000 | For supplementing departmental grant for medicines required by the Stockman I/C Veterinary Dispensary at Songadh. |
| 2. | Medical Aid | 1,600 | For supplementing the departmental funds, the medicines forlimen and diet, etc., as required by the medical officer, Songadh and Singapur. Rs. 800/- for each dispensary. |
| 3. | Rural Sanitation | 300 | For disinfecting drinking water wells, etc., as asked for by the Village Panchayat, Songadh. |
| | | 200 | For supplying potassium permanganate to Sanitary Inspector, Vyara Prant costing Rs. 200/- for disinfecting drinking water wells in N. E. S. area, Songadh. |
| | | 200 | Purchasing T. C. L Powder costing Rs. 200/- for distributing among Village Panchayat, Songadh Taluka for disinfecting other sources of drinking water. |
| 4. | Training | 1,000 | For assistance to tailoring, stitching classes conducted by the women of Songadh town and Bodishawar village, Rs. 500/- for each. |
| | | | *Navsari Taluka* |
| 1. | Animal Husbandry | 2,000 | Veterinary Hospitals at Navsari and Eroo—four roads given medicines worth Rs. 150/- and Rs. 500/- respectively. |
| 2. | Medical Aid | 4,000 | The following Government, Local Board and charitable dispensaries supplied medicines to make the medical aid adequate: 1. Navsari, 2. Abrama, 3. Vesma, 4. Tavdi, 5. Jalalpur, 6. Kaliawadi. |
| 3. | Rural Sanitation | 600 | Medicines worth Rs. 600/- for disinfecting drinking water wells and other sources of drinking water purchased by Dist. Health Officer and supplied to villages in Navsari Taluka through Sanitary Inspector, Navsari. |
| 4. | Training | 1,000 | (1) Mahila Vishram Mandal, Navsari, and (2) Mahila Udyoga Mandal, Navsari given Rs. 500,- for purchase of sewing machines. |

Exhibit 31—*Referred to on page* [illegible]

*Statement showing the Technical, Administrative and Clerical Staff working at the Community and N. E. S. Blocks in the Surat District*

| Name of the Block | Staff and Designation | Number | Remarks |
|---|---|---|---|
| I Songhad Taluka Community Project Block | Agricultural Officer | 1 | |
| | Asst. Co-operative Officer | 1 | |
| | Deputy Engineer | 1 | |
| | Overseer | 1 | |
| | Social Education Organisers | 2 | |
| | Sanitary Sub-Inspector | 1 | |
| | Stockmen | 2 | |
| | Attendants | 2 | |
| | Instructors for Rural Arts and Crafts | 2 | |
| | C. D. P. [illegible] | 1 | |
| | C. D. P. [illegible] | 2 | |
| | Gram Sevaks | [illegible] | |
| | Accountant | 1 | |
| | Storekeeper | 1 | |
| | Clerks | 2 | |
| | Typist | 1 | |
| | Peons | [illegible] | |
| | [illegible] Drivers | 1 | |
| | [illegible] Gram Sevaks | [illegible] | |
| II [illegible] Taluka N. E. S. Block | [illegible] Officer | 1 | |
| | [illegible] Officer | 1 | |
| | [illegible] | 1 | |
| | [illegible] | 1 | |
| | [illegible] | 1 | |
| | [illegible] | 1 | |
| | [illegible] | 1 | |
| | [illegible] | 1 | |

| Name of the Block | Staff and Designation | Number | Remarks |
|---|---|---|---|
| | Clerks including typist .. | 2 | |
| | Additional N. E. S. Avalkarkuns .. .. .. | 2 | |
| | N. E. S. Avalkarkun in the Dy. Collector's Office .. | 1 | |
| III. Palsana N. E. S. Block | Mahalkari-cum-B. D. O. .. | 1 | |
| | Agricultural Officer.. .. | 1 | |
| | Co-operative Supervisor .. | 1 | |
| | Overseer .. .. .. | 1 | |
| | Social Education Organiser | 1 | |
| | Draftsman .. .. .. | 1 | |
| | Accountant .. .. .. | 1 | |
| | Clerks including typists .. | 2 | |
| | Gram Sevaks .. .. | 7 | |
| | Additional N. E. S. Avalkarkun .. .. .. | 1 | |
| | N. E. S. Avalkarkun in the Asstt. Collector's Office .. | 1 | |
| | Peons .. .. .. | 3 | |
| | Peon-cum-Driver .. .. | 1 | |
| | Attendant to Gram Sevaks | 1 | |

EXHIBIT 32—*Referred to in para 312*

*Appendix showing the details of work done in [illegible] Centre, [illegible] Surat, conducted by [illegible] Shri [illegible]*

The Centre is conducted under the [illegible]. A budget of Rs 71,[illegible] was sanctioned, out of which Rs [illegible] were [illegible] and Rs. 63,190 were spent by it.

*Achievement of the centre*

| | |
|---|---|
| 1 [illegible] Talim | 2 schools were taken over from the District [illegible] Board—[illegible] |
| 2 Gauchar [illegible] | 57 acres of grazing land [illegible] were cleared [illegible] 2,601 persons from these villages |
| 3 Tour, General | [illegible] were held |
| 4 Tour, [illegible] | [illegible] |
| 5 Tour, [illegible] | [illegible] |
| 6 [illegible] | [illegible] |
| 7 [illegible] | [illegible] |
| 8 [illegible] | [illegible] |
| 9 [illegible] | [illegible] |
| 10 [illegible] | [illegible] |

11. Wells: 2 wells at the cost of Rs. 490 were dug. The centre gave Rs 180 as help. 4 old wells were repaired at a cost of Rs. 900 and the centre gave Rs. 175 as help. 11 agriculturists of 7 villages were given plots of vegetable gardens. 14 Keo, 12 Karmis and 4 ropes were given by the centre to 14 agriculturists.

12. Land Improvement:

| No. of villages. | Weeding-Bighas. | Bunding cb. ft. |
|---|---|---|
| 7 | 8¼ | 16299. |

| Total Cost. | Subsidy given. |
|---|---|
| Rs. 775 | Rs. 202 |

13. Agricultural Improvements: Arrangements were made for distribution of improved seeds; improved implements have been kept at the centre and 72 agriculturists took advantage of them.

14. Exhibition: An agricultural exhibition was held at Ghantoli when about 1,200 persons attended. Cattle show was also held.

15. Cattle Breeding: Loans of Rs. 1,905 was given to 13 villagers for purchase of cows and a subsidy of Rs. 475 was given for purchase of 5 bulls for 5 villages. Rs. 370 were given for repairs of 12 cattle sheds. 9 water troughs were built in 8 villages at a cost of Rs. 418.

16. Cottage Industries: 4,576 sq. yards of Khadi was got prepared by spinners. 190 persons from 8 censres were taught spinning in 30 days' classes at cost of Rs. 2,850. 8 persons from 5 villages were taught weaving.

There are now 34 weavers in Sarvodaya area: 4 students were taught carpentry work at a cost of Rs. 800 for scholarships. One student learnt smithy work and 4 ladies tailoring work. Lac germs were placed on 720 trees owned by 11 villagers of 5 villages. 48 Rhode Island eggs were given to 6 persons for poultry breeding.

17. Health and Sanitation: 18,644 patients took advantage of the Dispensary at Sathavar. 20 wells were disinfected. A Bal Arogya Mela was held at Dadhavada where 50 children attended.

18. Repairs to Roads: 20½ miles of approach roads of 6 villages were got repaired at a cost of Rs. 1,550 of which the centre gave Rs. 900 as subsidy. Bridges in 5 villages were constructed.

The workers of the centre made extensive propaganda for prohibition, adult education, bhoodan and removal of evil social customs prevalent among adivasis.

[illegible] 23—[illegible]

*[illegible]*

The [illegible] Out of Rs 47,778 [illegible] were actually spent during the year

*[illegible]*

| | |
|---|---|
| 1 Celebrations | [illegible] |
| 2 [illegible] | [illegible] |
| 3 [illegible] | [illegible] |
| 4 Agriculture | [illegible] |
| 5 [illegible] | [illegible] |
| 6 [illegible] | [illegible] |
| 7 [illegible] | [illegible] |
| 8 [illegible] | [illegible] |
| 9 [illegible] | [illegible] |

| | |
|---|---|
| 10. Prohibition: | 8 Bhajan Mandalis were organised A continuous tour for three months was undertaken by 3 workers for propaganda. |
| 11. Social Education: | The centre maintained one lady worker for this purpose. Propaganda was carried on to introduce high standard of living and the centre spent Rs. 627 for this work. |
| 12. Legal Aid: | 14 cases of Tenancy and Bombay Agricultural Debtors' Relief Act were settled by arbitration and general guidance was given to all on this act. |
| 13. Co-operative Movement: | 1 Sathavar—The centre supervises working of 7 societies.<br>2 Poona—The centre supervises 10 societies. |

*[illegible] 24—Referred to in para [illegible]*

*Appendix showing the nature of assistance rendered to the Revenue Department to other Departments*

| | *Department of State* | *Services rendered by the Revenue Department* |
|---|---|---|
| I | Public Works Department | (i) Acquisition of land for [illegible] [illegible] |
| II | Local Self Government | (i) Elections of [illegible] [illegible] Local Boards, Village Panchayats [illegible] (a) [illegible] (b) [illegible] |
| | | (ii) Inspection [illegible] |
| | | (iii) [illegible] Municipalities [illegible] |
| | | (iv) When the [illegible] [illegible] the Government [illegible] |
| | | (v) If any [illegible] to the Local [illegible] |
| | | (vi) [illegible] |
| III | Forests | (i) [illegible] Forest [illegible] |
| | | (ii) [illegible] |
| | | (iii) [illegible] protected Forests |
| IV | [illegible] Department | (i) [illegible] |
| | | (ii) [illegible] |
| | | (iii) [illegible] |
| | | (iv) [illegible] |

| | Department of the State | Services offered by the Revenue Department |
|---|---|---|
| | | (v) Verify all entries relating to exemption from electricity duty. |
| | | (vi) The Collector has power to exempt in consultation with Electrical Engineer to Government a consumer from the requirement regarding provision of separate Meter. |
| | | (vii) He has powers to decide disputes between consumers and licensees. |
| V | Health and Sanitation .. | (i) If there be any epidemic the Village Officials inform the Health and Sanitation Department. |
| | | (ii) The notifications issued at the time of epidemics have to be observed by the people. Breaches or violation are reported by the Village Officers. |
| | | (iii) The Mamlatdars and the Sub-Divisional Magistrates and Collectors are invested with special powers at the time of epidemics like plague and cholera. |
| | | (iv) Paludrine tablets for malarial fever are distributed in villages through the agency of Revenue Department. |
| VI | Agriculture and Veterinary | (i) In the event of locusts the Revenue Department has to inform the Agricultural Department and ask for their technical assistance. |
| | | (ii) The Circle Inspector and the Talati have to give immediate information to a Livestock Officer of the offence under the Bombay Livestock Improvement Act. |
| | | (iii) The Circle Inspector and the Talati have to give immediate information to the Veterinary Surgeon regarding the prevalence of a scheduled disease among animals in the area. |
| VII | Education .. .. | (i) For the enforcement of the compulsory Primary Education Act the Village Officials have to<br>(a) take a census of children of school-going age,<br>(b) to persuade the parents to enrol the children in the school register,<br>(c) to report the names of defaulters. |
| VIII | Census .. .. | (i) Numbering of houses has to be done by Village Officials. |
| | | (ii) The enrolment, enumeration, supervision and charge officers. |
| | | (iii) The carrying out of preliminary Census and final Census has to be done by the Revenue Officers. |

| Department of State | Services offered by the Revenue Department |
|---|---|
| IX Judicial | [illegible] |
| X Military | [illegible] |
| XI [illegible] | [illegible] |
| XII [illegible] | [illegible] |
| XIII [illegible] | [illegible] |

| Department of State | Services offered by the Revenue Departm. |
|---|---|
| | growing labour troubles, agrarian di and local disturbances due to party diff in outlook. These have become frequ widespread and claim his first att Likewise the Dy. Collectors are Sub-Div Magistrates responsible for maintena Law and Order in their Sub-Divisions. |
| XIV Survey and Settlement .. | (i) All statistics required by this Departme supplied by the Village and Taluka Of regarding: (a) Crops; (b) Prices of 1 grains, (c) Wages of Labour, (d) Rainf. |
| | (ii) All assistance has to be rendered by the Ta and Village Officials when the Survey p goes to any village for Survey work. |
| XV General Information .. | Information pertaining to— (a) epidemics; (b) Births; (c) Deaths; (d) R fall; (e) Crops; (f) Prices; (g) Wages; (h) S of holdings; (i) Tenancy; (j) Population; Artisans; (l) Immigration; (m) Economic co dition; (n) Trade; (o) Shop keepers; (p) Tan (q) Other irrigation facilities; (r) Money cr ps; (s) Cereals; (t) Pasture; (u) Cattle Wealth, (v) Communication; (w) Cottage Industrie, (x) Educational Facilities; (y) Nearest market Station, Post Office, Telegraph Office; (z) Co-operative Societies, Small factories. |

The Revenue Department can assist all the above mentioned Departments as indicated above because it has its agents all over the State—in every village and all lands are under its jurisdiction and control.

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